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USSR Report

TRANSPORTATION

No. 19

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CONTENTS

MOTOR VEHICLE

Improving Profit Distribution in Automotive Transport
(V.P. Pavlova; FINANSY SSSR, Jun 80)..... 1

RAILROAD

Railroad Minister Chronicles Industry Progress, Problems
(I. Pavlovkisy; SOTSIALISTICHESKAYA INDUSTRIYA,
3 Aug 80)..... 14

Results of Railroad Industry for First Half of 1980 Analyzed
(GUDOK, 11 Jul 80)..... 19

Review of Railroad Industry for Jan-Jun 1980
(GUDOK, 19 Jul 80)..... 27

Carelessness in Grain Shipment Deplored
(LITERATURNAYA GAZETA, various dates)..... 33

Individuals Cite Examples, by Emil' Agayev
Officials Respond, by V. Gin'ko, Yu. Kovalev
More Official Response, by A. Volkov

MISCELLANEOUS

Problems of Improving Transportation System
(L. Kantorovich, M. Zaglyadimov; KHOZYAYSTVO I PRAVO,
Jun 80)..... 46

IMPROVING PROFIT DISTRIBUTION IN AUTOMOTIVE TRANSPORT

Moscow FINANSY SSSR in Russian No 6, Jun 80 pp 39-44

[Article by V. P. Pavlova, chief of the financial directorate for Glavmosavtotrans (the Main Administration of Automotive Transportation of the Moscow Gorispolkom), entitled: "To Improve Profit Distribution in Automotive Transportation"]

[Text] In accordance with the resolution of the CPSU Central Committee and the USSR Council of Ministers "On Improving Planning and Strengthening the Influence of the Economy Mechanism on Improving Production Efficiency and Work Quality" we are to develop measures to improve planning and the economic incentives for the activity of concerns and organizations in all sectors of transportation based on those same principles which were envisioned for use in industry and construction. It is essential, in doing so, to take into account the specific nature of the activity of automotive transportation and of its organization and system of cost accounting relations, sufficiently high profitability, and--the main thing--the fact that the work done by automotive transportation organizations actually represents an expense to the economy. In this connection Glavmosavtotrans has been conducting an economic experiment since 1970 under which it has worked under a different set of conditions. We believe both the experiment and the results of analyzing the effectiveness of certain principal propositions in it to be interesting.

The establishment of a norm for profit distribution in the five-year plans for the economic and social development of industrial ministries, production associations and enterprises is important among the measures provided for in the resolution mentioned above. At Glavmosavtotrans a normative system for distributing profit has been used as part of a complex of measures to further improve planning, economic incentives and management.

Primary management has been wholly shifted to cost accounting. A procedure has been established whereby the expenses of expanded reproduction and other measures called for by the plan--including those that accelerate scientific

and technical progress--are financed by the profit remaining at the disposal of the central directorate in accordance with the established norm. In order to noticeably enhance the role of the five-year plans they were used as the basis for not only the activity of the entire central directorate, but for that of each subordinate concern as well. For it is based on just these long-term (five-year) plans, implemented from bottom to top, that an economic organization can efficiently realize its right to make independent decisions and to bear the economic responsibility for carrying out the assignments made by the state plan. A ministry, central directorate, or production association is, as a rule, a multi-branch enterprise. Therefore, the activity of all sub-units in the organizational structure, and not only those directly involved in shipping, should be subordinated to the achievement of end results; indicators for evaluating this activity have been refined. In the Glavmosavtotrans system this means the vehicle repair plants, material-technical supply organs, the scientific research and design institute, and the computer center. The indicator of cargo turnover measured in ton-kilometers has been replaced as a means to evaluate the work of the central directorate and its transportation concerns with total income and the amount of cargo (in tons) shipped for planned clientele in accordance with the contracts made.

Concurrently the procedure for forming economic incentive funds also was fundamentally reorganized both for the system as a whole and for the concerns in the central directorate, depending on the specific nature of their production activity. Transforming the central directorate into a cost accounting unit with economic responsibility for its own decisions requiring vesting it with special financial resources and reserves to provide the cost-accounting independence of a management organ.

In view of Moscow's limited labor resources and in order to maximize the increase in labor productivity, a system to provide incentives for conserving labor and financial resources was introduced: at year's end a certain portion of the unused assets in the salary fund is transferred to the material incentive fund, and unused profit assets are not withdrawn but can be spent in subsequent years.

Provisions were established within the complex of measures to guarantee payment to the budget of sums established for each year by the five-year plan. In this way the transition of the whole central directorate--as a major transportation production association--to full cost accounting and the financing of all expenses for expanded reproduction and for the socio-cultural development of its concerns and organizations through its own sources not only expands the directorate's rights in planning, financing, and providing economic incentives; it also increases the directorate's responsibility for its economic activity and for the fulfillment of its budgetary obligations.

The size of the guaranteed payments to the budget does not depend on how the central directorate of its separate concerns carry out their five-year assignments for profit in a given year. These payments are viewed as a minimum contribution to the all-state centralized financial resource fund. The implementation of measures with significance for the whole nation, established in the five-year plan for the economic and social development of the USSR, must not depend on the degree to which individual concerns, production associations and departments fulfill their plans. Therefore, it was established that the assets paid by Glavmosavtotrans to the budget must not fall short of the amount envisioned by the five-year plan.

The fulfillment of state obligations according to this principle creates a stable income base for the budget and provides more guarantees for long-term decisions made on a national scale, since a firm source of financing for planned measures is established for a five-year period. Naturally, the transfer of Glavmosavtotrans to this budgetary accounting principle pursued only the goal of testing its effectiveness in practice and the possibility of extending the system to other branches of the economy. At the same time it is also of practical significance for Moscow and the city's budget, since the central directorate's budget payments in 1978 comprised 11.6 percent of the total receipts from the city's economy.

The introduction of the normative principle for budgetary interrelations required the development and establishment of a centralized budgetary accounting system. First, the provisions in effect call for Glavmosavtotrans to bear full budgetary responsibility, based on the profit plan assigned to it and the norm for profit distribution. Second, the central directorate is composed of more than 70 establishments on cost accounting having different norms for their deductions from profit. Third, it is essential to provide for full and timely budget payments from the central directorate as a whole, regardless of the degree to which its separate concerns fulfill the profit plan on their financial situation.

The centralized budgetary accounting procedure developed by Glavmosavtotrans includes the following basic provisions.

If the five-year plan for profit is not fulfilled, the established amount must be paid to the budget by reducing correspondingly the share of profit which, according to the plan, should have remained at the disposal of the central directorate. In such a case the incentive funds are the first to be reduced, then other planned expenditures.

The system of obligations to the state encourages careful management, making it possible to achieve the greatest results at the least cost. And this, actually, is the substance of cost accounting.

Voluntary budget payments pledged by Glavmosavtotrans in its yearly plan, above the level assigned in the five-year plan, are made differently. First of all they are determined based on the additional amount of profit in the yearly plan and on the norm--established in the five-year plan for the given year--for deductions from the profit left at the disposal of the central directorate. The amount of these budget payments is not guaranteed. Such a guarantee would hold Glavmosavtotrans and its concerns to the adoption of maximally intensive plans. If the five-year plan's profit assignment for a given year is fulfilled but the additional obligation specified in the yearly counter-plan is not, then both the budget payments and the part of the profit left at the central directorate's disposal from the amount that exceeds the five-year plan's assignment are determined in accordance with the norm established in the five-year plan as well. In this way voluntary payments pledged by Glavmosavtotrans go to the budget proportionally--from that portion of profit which exceeds the five-year plan assignment--as the profit plan is fulfilled.

The adoption of higher budgetary obligations by Glavmosavtotrans and its concerns is encouraged by a number of economic conditions. First, by a stable five-year plan--including economic norms--which promotes local initiative; an economic unit, when putting together its plan for the forthcoming year, knows what funds and resources it will receive from any increase in income and profit, in accordance with the established norms. Second, by a system that reduces the level of the norms for distributing profit when the planned assignments are overfulfilled. Thus, when the profit plan is overfulfilled by more than 2 percent, the size of the deductions from profit put at the disposal of the central directorate and transferred to the economic incentive funds drops by a minimum of 30 percent.

Table 1 (in million rubles)

Indicators	Five-Year Plan	Yearly Plan	Actual Profit Earned			
			I	II	III	IV
Amount of profit	100	110	112.2	120	106	95
Norm of deductions from profit put at the disposal of the economic organization (%)	40	40	40	--	40	--
Norm reduced by 50%, applicable to profit exceeding 102% of the plan	--	--	--	20	--	--
Profit remaining at the disposal of the enterprise	40	44	44.88	46.44	42.4	35

Indicators	Five-Year Plan	Yearly Plan	Actual Profit Earned			
			I	II	III	IV
Same, expressed in % of total profit	40	40	40	38.7	40	36.84
Budgetary payments	60	66	67.72	73.56	63.6	60

Variation I. If the yearly plan is fulfilled by up to 102 percent, the amount of profit at the disposal of the economic organization is derived in accordance with the norm established in the five-year plan:

$$\frac{112.2 \times 40}{100} = \text{R44.88 million}$$

In this case the budget payments and portion belonging to the economic unit both increase in the proportions established by the norm.

Variation II. If the yearly plan is fulfilled by over 102 percent, then the deductions from profit put at the disposal of the enterprise are derived from the amount up to 102 percent--that is, from the R112.2 million--according to the established norm; but for the portion that exceeds this level the deductions are derived using 50 percent of the norm:

$$\frac{112.2 \times 40}{100} + \frac{7.8 \times 20}{100} = \text{R46.44 million}$$

As we can see from the calculations, only R1.56 million of the additional R7.8 million earned (compared to Variation I) goes to the disposal of the enterprise. According to the established norm this amount would be R3.12 million. Thus, if the excess profit above the 102 percent fulfillment level had been included in the plan, the portion remaining for the enterprise would have been increased by another R1.56 million.

Variation III. If the yearly plan is not fulfilled but the five-year plan is overfulfilled, the deductions put at the disposal of the economic unit are derived in accordance with the norm established in the five-year plan:

$$\frac{106 \times 40}{100} = \text{R42.4 million}$$

We see that in this variation the economic unit is provided incentives in the same proportion as for the five-year plan, but for the whole measure of profit it has earned.

Consequently, the adoption of an intensive yearly plan--even if not completely fulfilled--is not economically "punished," as occurs for overfulfillment of the plan by more than 2 percent.

Variation IV. If the five-year plan's profit assignment is not fulfilled, then the entire amount established in the five-year plan is paid to the budget, and only the difference remains for the enterprise:

$$95 - 60 = R35 \text{ million}$$

Here the enterprise is "punished" for the full amount of the unfulfilled assignment.

The examples show that the procedure established at Glavmosavtotrans for normative profit deductions put at the disposal of the economic unit serves two purposes. First, it rather strongly induces that organization to discover its reserves and to include them in the plan. Second, it provides a maximum increase in the material responsibility for fulfilling five-year plan assignments. The examples also indicate that the excess profit distribution system--the introduction of which is envisioned for industry--cannot be mechanically transplanted into automotive transportation.

In industry one half of the excess profit (not counting incentive margins added to wholesale prices for production efficiency and work quality) should remain at the disposal of the ministries; if the plan is overfulfilled by more than three percent--then one quarter of the amount by which it is exceeded. At Glavmosavtotrans the maximum norm for deductions from profit put at its disposal during the period 1972-79 was less than 40 percent (in 1974--39.92 percent), while the minimum was 19.1 percent in 1977. Moreover, the magnitude of the expenditures partially covered by the profit remaining in accordance with the norm varies insignificantly by year; and as profit grows, it tends to diminish. Whereas during the 9th Five-Year Plan it averaged 35.4 percent, it dropped to 25.2 percent in the 10th. And this occurred at a time when, during the 10th Five-Year Plan, two major steps were taken in automotive transport which naturally reduced profit: vehicular fuel prices, pay rates and officials' salaries were raised.

If with a norm for profit distribution of 25-30 percent we allow the economic unit to keep one half of its excess profits, minus certain amounts for special purposes (for enroute loading of vehicles, consumer service to the populace, a portion of the savings from the salary fund transferred to the incentive fund), then the deductions from excess profit will exceed planned profit 1.5 to 2-fold. Consequently, the economic organization will not be induced to adopt higher assignments in the yearly plans than in the five-year plans, and overfulfillment by more than two or three percent will be encouraged.

In our opinion firmly fixed amounts for the distribution of excess profit are economically inadvisable in highly profitable sectors. Differentiated amounts for reduction of the norm, depending on the degree to which the planned assignments are overfulfilled, provide greater incentive for the economic organizations to seek out internal reserves for increasing production and to include them in the plan. This is, unquestionably, better for both the national economy and the service sectors. The new principles established for the industrial ministries, production associations, and concerns must be extended to other sectors only with consideration of their specific nature and the experience available in improving planning and providing economic incentives.

A significant economic incentive is created by a fundamentally new principle, according to which the assets from profit left at the disposal of the automotive transportation production association (enterprise) in accordance with the norm and not used in the course of one plan year need not be turned in to the budget, but can be used in subsequent years. Moreover, Glavmosavtotrans itself selects the most expedient area for their use. From the point of view of economics it is better to resolve these issues directly and locally. What is more, this creates a stable base for the enterprise on which to finance needs that arise and for decision-making on protracted matters. It seems to us that it is precisely by keeping these unused assets, which are envisioned by the plan or additionally acquired while fulfilling it, at the disposal of the economic complex that they can be truly economically and efficiently used. More than that, only such a situation permits us to establish a procedure to guarantee budget payments in the amounts established by the five-year plan.

If an economic unit fails to fulfill the plan--there is no problem with budget accounting if it does fulfill the plan--then we must enlist other sources for payment of the guaranteed amount and, besides, continue to provide a certain measure of financing for planned measures, particularly if in the future they will promote production growth and efficiency (the training of personnel, scientific research, capital investment and so forth). Therefore, an economic complex, by economically expending its funds and financial resources, creates a base on which to conduct its business with stability, even in periods when certain deviations may be encountered in fulfilling assignments for the year. Thus, in 1977 for reasons beyond the control of the concerns in Glavmosavtotrans there were losses encountered during execution of the plan, which were discounted for all the indicators except "budget payments." In order to ensure that the planned payments were made, the assets remaining in the centralized material incentive fund--R3.4 million--had to be used. In such cases the selection of source depends only on the economic organ, which is guided by its desire to maintain centralized or reserve funds with minimal losses for economic activity.

A procedure is needed whereby an economic organization has a guarantee of financial integrity and the right to make good use of those resources which are left at its disposal in accordance with a stable norm for profit distribution.

Glavmosavtotrans does centralized budget accounting. This means that the ultimate size of the payments from the total balanced profit of the central directorate as a whole is determined from composite, quarterly balances by adding the results, and in accordance with the established norm for deductions from profit remaining at its disposal. This amount is paid in two forms. The first is payment for production stocks. This amount is computed not for the composite account and balance but for each separate enterprise, based on the production stocks it has available. The second form is the free profit remainder. It is computed as the difference between the total amount of payments from profit--determined on the basis of profit earned minus that used in special ways and the distribution norm--and the payment for production stocks.

Under such conditions the payment for stocks is not a category of incentive; it is just "present" in a purely technical sense as a component of the budget payments. As it decreases or increases, so does the free profit remainder paid to the budget increase or decrease, respectively. The total amount of the payments does not change, since it is determined by different criteria and does not directly depend on the cost of production stocks. For Glavmosavtotrans as a whole the economic incentive funds are also formed according to norms from profit in the balance. And only the concerns' incentive funds are created from computed profit; that is, they are derived by subtracting the stock payment from each account. In this connection, extending one of the principles in the new party and governmental resolution to the concerns and organizations in automotive transportation--that of offsetting deviations in the payment for stocks through a share of the profit left at the disposal of the economic organization--will noticeably enhance the beneficial effect of this payment on better utilization of production stocks.

The organization of budgetary accounting for subordinate concerns using the normative system for distributing profit, with responsibility for fulfilling the plan for budgetary payments resting at a high level of management, has its own characteristics. This system has basically been extended to subordinate concerns too, with certain amendments connected with the diversity in management level added.

It was established that the concerns would guarantee the budget payments established in the five-year plan even if they failed to meet their five-year profit assignments. In these cases they transfer profit to the disposal of the central directorate in accordance with reduced norms determined by taking

into account the need for planned deposits in the centralized capital investment fund; that is, the latter is made equal in value to the budget payments. And this is the correct thing to do. The failure of one concern to fulfill the plan should not hinder production development or new construction in the sector as a whole. The centralized economic incentive funds and other planned expenditures of the central directorate are another matter altogether. Since a higher organization also bears a certain responsibility for the failure of its subordinate concerns to fulfill the profit plan, the deductions from the profit of such subordinate concerns which would go to the centralized economic incentive funds and other centralized and reserve funds of the central directorate are reduced proportionately, as the share of the profit of the concerns themselves diminishes.

The amount of the budget payments computed on the basis of the individual concerns' work and their profit distribution norms differs from the amount computed from the composite account and balance for payment to the budget. Let us analyze the results of budgetary accounting based on the example of account data for the period 1976-78.

Here data is given on profit distributed in accordance with norms (minus that used for special purposes, for consumer service to the populace and underway vehicle loading), excluding certain amounts before distributing profit in accordance with the norm (pay savings that falls within the excess profit placed into the material incentive fund; assets earned during voluntary, extra work days--subbotniki--and others). From 1976-78 Glavmosavtotrans fulfilled the established profit plan by 100.2, 100.3 and 100.8 percent, respectively. (See TABLE 2)

How can it be explained that during these three years the computed budget payments for the central directorate and its concerns differ, and that in all cases the concerns' payments represent the larger sums? Primarily because their budget payments are guaranteed, regardless of the degree to which each concern fulfills its profit plan or the level of its norm. The greater the failure of those concerns having a large share of payments to fulfill the plan, the sharper is the difference between the budget payments of the central directorate as a whole and those of the concerns. The level of the central directorate's norm is of significance too. Let us say that in 1978 a group of concerns fell R1.5 million short of fulfilling the plan, but the concerns actually made payments in the planned amounts. Through calculations we can establish that the payments made in accordance with the central directorate's norm would have come to R1.082 million of that sum. This is clear from the difference between payments from the central directorate as a whole and those from the concerns. A second reason is the different level of the norms for distributing profit among the concerns and the production association as a whole and the different levels with which

Table 2 (millions of rubles)

Indicators	Y E A R S								
	1976			1977			1978		
	Plan	Account	Deviation +/-	Plan	Account	Deviation +/-	Plan	Account	Deviation +/-
I. Based on composite indicators and norms of the central directorate as a whole:									
Profit, distributed i.a.w. the norm	159.8	160.0	+ .2	170.5	170.7	+ .2	159.2	158.7	- .5
Deductions for Glavmosavtotrans	44.9	45.0	+ .1	32.7	32.7	--	43.8	43.3	- .5
Budget Payments	114.9	115.0	+ .1	137.8	138.0	+ .2	115.4	115.4	--
II. Based on the sum of the indicators and norms for each concern:									
Deductions at the disposal of the concern	26.5	25.6	- .9	23.7	22.3	-1.4	35.0	33.9	-1.1
Deductions at the disposal of Glavmosavtotrans	18.4	18.2	- .2	9.0	8.8	- .2	8.8	8.4	- .4
Budget Payments	114.9	116.2	+1.3	137.8	139.6	+1.8	115.4	116.4	+1.0

the concerns fulfill the profit plan. Thus, in 1976 the average level of the norms for deductions put at the disposal of the concerns and of the central directorate of that group of concerns which had fulfilled and overfulfilled the profit plan was 29.1 percent, while it was 1.2 percent lower for the production association as a whole; in 1977 those levels were 21.8 percent and 2.7 percent, respectively; in 1978--26.5 percent and 1.4 percent.

Is it inevitable that different levels are established for the norms of the concerns? The concerns' profit is distributed by the central directorate, as has already been stated, taking into account that certain amounts will be left to them, computed in accordance with the respective mandatory norms and indicators. Naturally, the relationship of the amount of these planned outlays to the amount of profit made by each concern varies, ranging from 4 to 80 percent. The proportion of a concern's profit that is deducted for the budget can be somewhat dampened by the share of its profit transferred to the disposal of the central directorate. However, it is impossible to make that indicator a constant because of large variations in the share of profit left at the disposal of the concern. That is why under the new system for planning and profit distribution the size of the fund for financial assistance and adjustment of mutual budget accounts must be much larger than it was previously. Today this reserve may reach as much as five percent of profit. Whereas when the normative system for profit distribution was introduced in 1971, that figure was R1.6 million--or 1.36 percent--by the end of 1978 it had risen to R5.8 million, or 3.2 percent.

The final amount of the budget payments for the accounting period is determined from composite data on the production association as a whole, so adjustments are made to the concerns' calculations. Their payments are increased or decreased to an amount calculated by the central directorate through a corresponding change in the amount transferred to it.

An analysis of the results of using the system set forth above for distributing the concerns' profit has shown its inadequacy. First, the payments computed by the concerns under such a system are not final and are subject to adjustment after the composite payment for the central directorate is determined. Second, it makes control over the total contribution of assets to the budget technically difficult and often leads to overpayments. For the concerns compile their accounts and calculate their budget payments before the central directorate--once it compiles its account--determines the final amount, of which the concerns are then informed. Third, the amounts of the normative deductions from profit put at the disposal of the central directorate also are not final, which makes the use of these norms senseless. And finally, this multi-step system for calculating the concerns' profit distribution is technically complex and requires much time.

We believe that another system would be more expedient. The concerns' five-year plans should establish only norms for profit deductions which are put at their disposal and the absolute amount of the budget payments. The size of the profit transferred to the central directorate should be established in the plan as the difference between the amount left to the concern in accordance with the norm and the amount paid to the budget. Having adopted a counter-plan for profit and in distributing actual profit, the concern would deduct the normative share earmarked for its own use, maintain its budget payments at the level specified by the five-year plan, and transfer all remaining profit to the central directorate. The central directorate would do the budget calculations in accordance with the overall norm and transfer assets for the counter-plan and any profit actually earned in excess of the five-year plan assignments.

In this way the need for preliminary and final distribution of profit to the concerns would be eliminated. The interests of the budget and the concern would be fully observed, and the calculation of preliminary budget payments for excess profit and the centralized use of assets would be done at the level of the central directorate without the participation of the concerns. This would simplify the calculations considerably, corresponding to that ultimate profit distribution which now occurs in several stages. Concurrently the central directorate's financial experts would be freed to do economic work.

Long years of experience in using the normative system for profit distribution in Glavmosavtotrans has confirmed its important role in strengthening the cost accounting system. But profit distribution norms, like other economic norms, must be stable, for only under such conditions can we increase the economic responsibility of concerns, central directorates, and other structural units for the results of their financial and economic activity and induce them to efficiently use resources. And in order that the collectives of all concerns, the production associations and the ministries actively participate in this work and be provided the economic incentives to do so, it is both possible and essential that the system of normative profit distribution for the concerns be included in a complex of measures to improve planning and the economic mechanism.

The results of using the normative system for profit distribution within an overall complex of measures envisioned by the economic experiment can be illustrated with several figures. During the years of the experiment (1971-79) Glavmosavtotrans' income increased 1.5 times, profit--2.2 times, and budget payments--2.5 times.

Shifting closely-related sectors and all the ministries in automotive transportation over to five-year planning of production and economic activity, normative profit distribution and salary fund formation, and universal

introduction of the other new principles related to the economic mechanism and envisioned by the resolution of the CPSU Central Committee and the USSR Council of Ministers entitled "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality" will permit us to fundamentally improve plan-economic and business work, to solve many problems, and to eliminate the bottlenecks which individual economic organizations, including those experimentally testing new methods of management, find extremely complex.

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RAILROAD MINISTER CHRONICLES INDUSTRY PROGRESS, PROBLEMS

Moscow SOTSIALISTICHESKAYA INDUSTRIYA in Russian 3 Aug 80 p 2

[Article by I. Pavlovskiy, minister of railways: "The Rhythm of the Steel Mainlines"]

[Text] This year railroad workers are celebrating their traditional occupational holiday under the enormous mobilizing influence of the decisions of the June Plenum of the Party's Central Committee and the CPSU Central Committee's decree, "On Socialist Competition for a Worthy Celebration of the 26th CPSU Congress." In his report at the Plenum Comrade L. I. Brezhnev again emphasized the importance of solving the transportation problem. For railroad workers the 10th Five-Year Plan was a five-year period of large-scale construction and accelerated technical progress. During last year alone the length of electrified mainlines was increased by more than 1,300 kilometers. More than half of all freight turnover is now being carried out on them. And in the future railroad electrification will remain the general trend of technical progress. The length of track with heavyweight type of rails has grown by more than 4,000 kilometers. Construction of second tracks has continued, and operations have been conducted with regard to developing classification and freight yards, mechanizing humps and centralizing switching facilities. All this is directed at increasing the through capacity of our mainlines.

New lines with a total length of 700 kilometers have been put into permanent use. Among them are Tynda--Berkakit and Surgut--Nizhnevartovsk. These newly constructed lines have opened up access to coal and petroleum deposits, have assured more reliable transportation and economic ties in the eastern part of the country, and have created favorable possibilities for solving major, comprehensive state programs for developing the economies of Siberia and the Far East.

In accordance with Comrade L. I. Brezhnev's directives, a long-range, comprehensive program for transportation development has begun to be worked out. Transport specialists along with representatives from the academic sphere are engaged in a multifaceted study of the prospects for developing the economic regions, especially those in the country's eastern part. And on the basis of this, they are compiling a forecast for intensifying the

railroad network and are determining feasible time periods and sequences for new construction. They must also work out effective principles and methods for the rational distribution of hauls among the various modes of transport and the optimization of the hauling process with a widespread adoption of economic and mathematical methods and computer technology.

Of course, the implementation of a broad-scale program of technical modernization in the transport field requires a definite amount of time and funds. But hauls are increasing constantly, from day to day. During the second six months of this year alone, as compared with the first six months, they have increased by approximately 90 million tons. For the sake of comparison let me cite the following example: the maximum increase in hauls during the present five-year plan was in 1977--it amounted to 67 million tons. To put it differently, the railroad workers had never before been compelled to solve tasks of such volume and complexity as were set before them during the current year.

Having joined in the nationwide socialist competition for the successful fulfillment of the plan for the culminating year of the 10th Five-Year Plan, the railroad workers fulfilled the plan for freight turnover; hauls increased by 52 million tons, and their production costs were lowered. They over-fulfilled the plan for hauling grain products, construction materials, shales, non-ferrous metals, chemicals, and a number of other types of freight. The task with regard to a growth in labor productivity was completely implemented. Nevertheless, during the first six months the full amount of planned freight was not hauled nor in accordance with the entire products list. The greatest underfulfillment in freight shipments have occurred on the Kemerovo, Dneper Region, Southern Urals, Gor'kiy, and Alma-Ata Railroads. Lags have been permitted to take place here in deliveries of coal and petroleum.

Under the conditions of insufficient traffic and carrying capacities railroad workers have paid particular attention to improving the utilization of cars and locomotives, an increase in traffic speeds, a growth in the use of mainline trains for hauls, and curtailing the idle times of cars in stations. The results of these efforts are noticeable. The average time that a car spends per loading operation has been reduced by almost an hour, and at one technical station it takes only 0.13 hours. On 20 railroads and throughout the system as a whole the level of freight hauls by dispatched mainline trains exceeded the assigned task. The static load of a car increased by more than half a ton, and because of this an additional 19 million tons of freight were shipped out.

During the recent period the practice of socialist competition among the railroad workers and their close associates were greatly enriched by many valuable innovations and initiatives. First of all, we should speak about the experience of the transport workers of Leningrad, Chelyabinsk, Odessa, the stations of Lyublino and Elektrostal'. The example of a creative approach to the solution of complex engineering and technical problems was exhibited by the workers of the capital's mainline. Approved by the CPSU Central Committee, their experience in making up heavyweight and increased-

length trains has made it possible on the same lines and stations, with the same cars, locomotives, and personnel, and practically without any additional capital investments, to significantly increase freight hauls. On the whole, throughout the network the average weight of a train has increased by 26 tons, which is nine tons higher than the norm. During the current year trains on the electrified sections have become heavier by yet another 21 tons. We are striving to disseminate on a universal basis the experience of the Moscow Railroad group. Furthermore, the Muscovites themselves are not just standing still: they have proceeded to implement a new stage in the competition to increase train weight--to 8,000 tons.

The railroad workers have been set the task of assuring the growing hauls of all kinds of freight without exception. The most urgent freight today is fuel. Examples of smooth, well-coordinated operations in this direction have been demonstrated by the railroad and coal workers of Vorkuta, Nikitovka, and Anzherskaya. Now it is important to reinforce what has been achieved, increasing the pace of coal handling throughout all the basins, creating a necessary reserve of fuel at electric power stations, industrial enterprises, and transportation. Intensive work lies ahead--before the year's end coal alone must be hauled in an amount 19 million tons more than in the corresponding period of last year. Hauls of petroleum products have also increased significantly.

The railroad workers have still another lofty obligation: to haul on time and without losses grain and all the agricultural produce of the new crop. The delayed spring has shifted the time periods for harvesting and beginning to haul grain, and it has required from us a more concentrated, mobile delivery of equipment and fuel. A great deal of work has been done everywhere on preparing boxcars, grain and vegetable shields, and refrigerator rolling stock. This year approximately 10,000 specialized grain-carrying cars will be used for hauling grain. They will be employed basically in circular runs on the following grain-freight mainlines: North Caucasus, South Urals, Virgin Lands, Western Siberian, Volga Region, and others.

Here also the railroad workers and their close associates--the procurement agents have someone who has set an example for them. Produce from the new crop is being successfully handled by the railroad workers of the Sal'sk and Mineral'nye Vody Divisions along with the procurement agents of the Don and Stavropol'. A valuable initiative has been set forth by the Virgin Lands railroad group, who have pledged to load with grain not less than a thousand cars every day. Moreover, more than two-thirds of the new crop freight is being shipped by mainline trains. This initiative is deserving of the most widespread support. The ministry and the railroad administrations are working to utilize all measures to raise the level of using mainline trains for hauling agricultural goods, to curtail car idle times, in the first place, those of grain carriers, refrigerator trains, and sections used in freight operations.

During the present five-year plan competition among closely associated workers has undergone multifaceted development. The pledges made by them are becoming targeted and increasingly well-grounded from an economic standpoint. A great deal of help is being rendered to the closely associated workers by the local party and soviet organs of the Ukraine, Kazakhstan, Central Asia, Kemerovskaya and Sverdlovskaya oblasts, as well as Moscow and Leningrad. As a result, the idle time of cars during loading operations this year, although it still exceeds the norm, has been reduced by two hours.

Nevertheless, many stations still have large remnants of goods waiting to be shipped out, the transport system is developing in a non-comprehensive manner at enterprises, and up-to-date means of mechanizing freight-handling operations have not been adequately introduced. Under conditions of fulfilling norms for car idle time approximately 30 million tons of freight more could have been hauled during the six-month period. A concern for the rational utilization of cars must become the common concern of railroad workers as well as those who use their services.

Railroad workers highly value their traditional friendship with transport construction workers, who are successfully building many extremely important projects for them. Certain construction projects, however, especially on the railroads of the Urals, Siberia, the Far East, and the Volga Region, are proceeding with delays and are being turned over to us considerably later than the planned schedules. We are counting on more active aid from the transport construction workers in laying second tracks, building projects for the locomotive, freight, and passenger systems, apartment houses, and enterprises providing cultural and municipal services.

Passenger hauls comprise a very important sphere of the railroad workers' activity. From year to year there is an increase in the machine-worker ratio of the passenger system. During this past year alone 54 stations were put into operation, including those in Voroshilovgrad, Andizhan, Goryachiy Klyuch. Industry has supplied us with more than 3,000 new comfortable cars. At present in suburban transportation approximately 80 percent of the tickets are sold by means of ticket-printing machines and automatic vending machines. Enjoying a good reputation among the passengers are the railroad stations at L'vov, Brest, Chelyabinsk-Glavnyy, as well as the following firm-owned trains: "Ritsa," "Latviya," "Baykal," and "Yuzhnyy Ural."

Unfortunately, many problems with regard to improving passenger hauls are being solved too slowly on a number of railroads. Quite a few justifiable complaints are being made about trains being late and about unsatisfactory services by the railroad workers. These problems are at the center of attention of the ministry and its subdivisions. We have all the capacities to eliminate these shortcomings, and we will achieve this goal.

The CPSU Central Committee recently adopted the decree "On Measures for Improving Party and Political Work in the Field of Railroad Transportation."

This decree newly embodied the Leninist concern for transportation, for strengthening the discipline and organization in all its units. A great deal is being done to increase the material prosperity of those who work on the steel mainlines. About 70 million rubles are being expended annually on improving the labor conditions of railroad workers. Housing construction is being expanded, while a network of educational institutions, trade enterprises, and municipal services is being developed.

In response to the concern exhibited by the Communist Party and the Soviet government, the workers on the steel mainlines, while carefully safeguarding their own best traditions and multiplying them, are directing their efforts and all their energy towards an upswing in the work of the railroads, and they are preparing for a worthy celebration of the upcoming 26th party congress.

2384
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RESULTS OF RAILROAD INDUSTRY FOR FIRST HALF OF 1980 ANALYZED

Moscow GUDOK in Russian 11 Jul 80 pp 1, 3

[Text] As was already reported in GUDOK, an expanded meeting of the MPS [Ministry of Railways] collegium was held on 8 July, with the participation of road and department chiefs; the meeting discussed rail transport work results for the first half of the year and the tasks of carrying out in 1980 the plans and assignments set for shipment, foremost of fuels, and providing the national economy with fuel in the winter of 1980-1981 in light of the demands of the CPSU Central Committee and USSR Council of Ministers. A report was given by Minister of Railways I. G. Pavlovskiy. Speaking at the collegium meeting was K. S. Simonov, Chief of the Transport and Communications Department of the CPSU Central Committee.

In the first half of this year, railroad transport overfulfilled the freight turnover plan by 0.8 percent. As compared with the corresponding period last year, freight turnover grew by 77 billion ton-kilometers, or by 4.7 percent. Some 52 million tons more freight was shipped, 2.9 percent more. Shipments of all freight in the lead products list except for anthracite coal increased. At the same time, the overall shipment plan was underfulfilled by 10.8 million tons (0.6 percent), basically due to car underloading permitted in June.

For the network as a whole, basic economic indicators improved somewhat. The labor productivity assignment was met. It increased by 2.6 percent. Shipment net cost for comparable conditions dropped 1.2 percent. Shipment revenues increased by 273 million rubles.

In his report at the June CPSU Central Committee Plenum, Comrade L. I. Brezhnev stressed once again the importance of solving the fuel-energy and transport problems, noting that considerable work is being done in this area, but that even more remains to be done.

It was emphasized at the collegium meeting that there is currently no freight more important or more urgent for us railroad workers than fuel. However, the state of affairs with regard to shipping it is causing serious concern. During the first half of this year, the anthracite coal shipment plan was underfulfilled by 5.8 million tons, 14.9 million with consideration of the additional assignment. Anthracite coal shipping is extremely unsatisfactory on the Kemerovo, Donetsk and Virgin Lands railroads, which are not supplying cars on a top-priority basis for this number-one freight.

The leaders of a number of roads and departments, instead of organizational work to mobilize internal reserves, are attempting to explain systematic interruptions in fuel shipments by various objective causes. This is nothing but a failure to understand the responsibility of transport workers in solving the fuel-energy problem on which steady development of the nation's economy largely depends.

Of all people, Comrade Priklonskiy, chief of the Donetsk Railroad, should be well-aware of the coal situation. But gondola cars were sent, with his knowledge, to ship other freight, at the expense of coal. In June, the road had 5,000 gondola cars a day hauling other freight. Some 500 of this number should have been given over to coal, and the June plan for shipping this decisive freight would have been met. And the situation did not improve in July.

The ministry is taking steps to supplement the gondola car fleet on the Kemerovo road, in view of the difficulties there. However, road workers too, and foremost the road chief, Comrade Butko, must persistently improve their use of the gondola car fleet by using them first of all for coal.

The ministry time and again receives requests for empty gondola cars from the Virgin Lands Railroad (chief, Comrade Ovsyanik). But how is this mainline using this scarce rolling stock? Here are the data for June. Underloading averaged 77 cars of coal per day. At the same time, 1,200 gondola cars were filled with other freight. In the Pavlodar' division (chief, Comrade Sarkynshakov), where coal was underloaded, 270 gondola cars daily were used for other freight.

There are also many such instances of improper gondola car use in a number of other places, and that in spite of the fact that ministry workers remind road and department leaders practically every day about the importance of shipping fuel and demand explanations for failures to meet assignments.

Of course, a continuous influx of empty and loaded gondola cars into coal shipping regions is required for stable coal shipments. Here, road and department leaders have great responsibilities for releasing empty gondola cars after unloading and for ensuring dispatching to the mainlines handling coal.

Analysis of empties-disposition assignment fulfillment shows that the leaders of certain roads and departments often display irresponsibility and

approach their tasks from localistic positions. For example, Bryansk Department chief Gurin explained his failure to meet the empties-disposition assignment for transferring empty gondola cars to the Donbass by the necessity to meet the demands of local agencies for shipping building materials above the plan. The ministry has been forced to bring disciplinary action against the commanders of a number of roads for lack of discipline in carrying out empties-disposition assignments.

The minister offered cases of the most flagrant violations of empties-disposition discipline. Those to blame for such violations, which disorganize shipment of very important freight, will continue to be held strictly responsible.

On a number of roads and departments, the necessary exactingness is not being displayed towards clients concerning prompt loading addressed to the main coal-shipping roads. As a result, gondola-car resources drop sharply where much coal is shipped.

In order to free gondola cars for coal shipping, more extensive use should be made of flatcars, covered and other rolling stock for delivering a number of types of freight.

We must stop the vicious practice of sending defective, dirty rolling stock unsuitable for loading from one road to another. The ministry categorically forbids substituting on mainlines, breaking out individual empties en route, or taking them off a run.

Petroleum and petroleum products play a very important role in the fuel balance of the national economy. During the first half of this year, the plan for shipping them was not met by 2.0 million tons; the assignment shortfall was 3.5 million tons. The situation was especially bad with regard to shipping this important freight in June, and assignments were not met for the first five-day period of July. The Kuybyshev, Volga, Azerbaijan and Gor'kiy roads permitted especially big lags.

The Kuybyshev Railroad (chief, Comrade Chernov) met the assignment by only 92 percent in the first half of this year. The shortfall exceeded 2.3 million tons of petroleum products. Shipment amounts were even lower than for the same period last year. In this regard, it cannot be said that the Kuybyshev road did not have sufficient empty tank cars at its disposal. There were four percent more than the norm. In the mainline's main transshipment department, the Bashkir (chief, Comrade Spatar), proper attention was not paid to improving tank car use. In June, tank car circulation was 0.59 days slower than the norm.

On the Volga Railroad (chief, Comrade Pisarev), they were not properly prepared to handle the increased amount of transshipment. As a result, the shortfall in shipping petroleum freight in the first half of this year was 925,000 tons. In June alone, the shortfall was 338,000 tons, and that given an empty tank car fleet 24 percent in excess of the norm. Things were

especially bad in the Volgograd (chief, Comrade Shimbarev) and Saratov (chief, Comrade Bondarenko) departments.

Shipments of petroleum freight were also down on the Azerbaijan Railroad (chief, Comrade Kengerli). Numerous complaints have come in about unsatisfactory shipments of gasoline, aviation kerosene, oil and other petroleum products from Baku.

Just as with coal shipments, flagrant violations of empties-disposition discipline are causing considerable transshipment difficulties. The fact was brought out at the collegium meeting that eight roads -- Southeastern, Baltic, Odessa, Far Eastern, Transcaucasus, L'vov, Moscow and Southwestern -- fell short of the norm by about 5,500 tank cars during [the first] six days of July. And that was given large surpluses of empty cars.

The minister especially emphasized that the primary reason for shipment plan nonfulfillment, including the plan for decisive fuel freight, is the extremely low traffic level. This has led to the uneven distribution of the car fleet by region of the network and, on several roads, to a sharp drop in local work, in unloading. As a result, rolling stock fleet use has deteriorated, foremost in the case of gondola cars. In June, the transfer assignment was not met by 35,000 cars per day, on average, including by 14,000 cars on the Urals, Siberia and Far Eastern roads. Traffic assignments have not been met on a number of roads of the Center, South and Volga area. Azerbaijan Railroad commanders are responsible for delaying car movement in the Caucasus. A large number of trains have had to be left without locomotives at intermediate stations of a number of mainlines through their fault.

Road and department leaders often explain assignment nonfulfillment in terms of unloading as being due to a lack of local freight. And this is sometimes done when there is a surplus of cars, under pressure to accept car traffic from neighbors.

It was emphasized at the collegium meeting that railroad workers must resolve very complex and responsible tasks in the second half of the year. The assignments for the concluding year are very taut. During the remaining six months we must under any conditions haul 367.2 million tons of coal. This signifies that we must deliver 19.2 million tons more of it than during the same period in 1979. Nearly two-thirds of this increment will be accounted for by three roads -- Kemerovo, Virgin Lands and Alma-Ata. In this regard, both the amount and the range of the coal shipments will be significantly increased, inasmuch as it will have to be brought in in increasing amounts from Siberia and Kazakhstan to the European portion of the country.

What must be done to fully cope with the prescribed level of coal shipment? First of all, we must ensure that each commander and each railroader be thoroughly aware of the special importance of this task and conscious of

his own personal responsibility for solving it. Strictest observance of norms for releasing gondola cars based on empties-disposition assignments must be ensured everywhere, regardless of level of shipping plan fulfillment for other freight. Unconditional fulfillment of the direct-traffic gondola car loading plan, and foremost that designated for coal-hauling roads, must be achieved. It is important that all gondola cars be unloaded promptly and completely, without anything left in them, everywhere. It must not be forgotten that coal is hauled not just on the Kemerovo, Donetsk and Virgin Lands railroads. We must also increase substantially loading in the so-called average and small coal basins.

Shipments of petroleum freight will also increase in the second half of the year. We must deliver 16.8 million tons more than in the corresponding period last year. And the shipping tempo must be increased without delay. The fact is that only a few weeks remain until the start of the grain harvest. In order to meet the needs of electric power plants, industrial and agricultural enterprises, and transport itself for petroleum products and to create the necessary winter stockpiles, attention should be focused on fundamental improvement in use of the tank car fleet, and first of all on speeding up tank car movement, both empty and loaded.

We cannot reconcile ourselves to the fact that on a number of roads, the Transbaykal, East Siberian, Sverdlovsk, Western Kazakhstan, Southeastern, Azerbaijan, Northern Caucasus, Southern and Gor'kiy in particular, large surpluses of through freight are being delayed and assignments for transmitting loaded tank cars are not being met. The ministry has obligated the leaders of these roads to ensure the transfer of more loaded tank cars in order to bring available transit up to the norm as quickly as possible.

Both loaded and empty tank-car unit trains must be given preference over all other freight trains as traffic. Any delay must be viewed as an extreme case and investigated in order to call those responsible to account.

The Main Traffic Administration has been instructed to be more demanding as to unswerving fulfillment of empties-disposition assignments in terms of empty tank car transfer, and foremost on the Kuybyshev Railroad and in the Volgograd and Gor'kiy departments.

Overall shipment volume will also grow sharply in the second half of the year. It will be necessary to deliver 89.4 million tons more national economic freight than was actually shipped in the first half of the year. Until the end of the year, we must ship 10.7 million tons of freight each day. Only if this is done will it be possible to successfully carry out the shipping plan for the concluding year of the 10th Five-Year Plan.

The collegium meeting paid the closest attention to improving management of the shipping process, to strengthening plan, technological and labor discipline. It was emphasized that the leaders of certain roads and departments sometimes take a passive stance concerning manifestations of localistic tendencies and violations of the Leninist principle of transport extraterritor-

tality. Empties are often sent out not with the most important freight, but with freight in which local agencies are interested, thus harming statewide interests. In some places, railroad workers directly associated with shipping are diverted to agricultural and other work, counter to party and government instructions.

Now, when the railroads are operating under a great deal of strain, when the work tempo must be greatly speeded up, increasing equipment reliability and guaranteeing that it will operate without malfunctioning are of particular importance.

This year, important steps are being taken on the Belorussian, Northern, Southwestern, Moscow, October, Baltic and several other roads to revitalize the locomotive fleet. These roads are rendering substantial assistance to mainlines of the Urals, Siberia and the Far East, both in the form of locomotives and in the form of brigades.

At the same time, a number of roads are permitting many instances of locomotive breakdowns en route, which complicates operations. On the West Kazakhstan, Gor'kiy, Volga and Alma-Ata, diesel locomotive condition indicators are 1.5- to two-fold below the network average. Locomotive condition has deteriorated on the Transbaykal and Donetsk roads. Things are being corrected slowly on the Central Asian, Sverdlovsk, Southeastern and South Urals. All manifestations of a careless attitude towards the diesel locomotive fleet, of violations of the norms and rules for maintaining it, should be resolutely cut short.

The situation is considerably better with regard to the electric locomotive fleet as a whole. However, the Azerbaijan, Gor'kiy, East Siberian and Kemerovo roads are permitting many breakdowns, unplanned repairs, and the number of electric locomotives out of service has not decreased. Examples were given at the collegium of an irresponsible attitude towards electric locomotives in Irkutsk and Belovo depots. At one time, these enterprises enjoyed good reputations and were put forward as examples. These experienced collectives must correct the situation as quickly as possible.

The continued numerous violations of locomotive brigade working and recreation conditions are causing justified complaints. There are an especially large number of complaints and overtime work on roads of the Urals, Siberia and the Far East, on the Azerbaijan, Southern and October railroads. Certain leaders have lessened their attention to organizing locomotive brigade labor and recreation and have issued orders increasing work time above the norm without proper grounds, taking refuge in difficulties in operations. This cannot continue and must not continue.

The collegium demanded immediate improvement in the state of affairs in the car system, prompt, quality preparation of rolling stock for shipments. In order to do this, more efficient use must be made of the "Donbass" machines, maintenance worker staffs must be fully manned, and preparation centers must be provided with all the materials and spare parts needed.

Depot gondola car maintenance plans are not being met this year on the Kemerovo, Southern, Dnepr', Donetsk, Sverdlovsk and Northern Caucasus. Idle time in depot and routine maintenance is up on a number of roads. This leads to significant freight-hauling resources losses.

The minister emphasized that rail transport is entering a very important period, that of shipping grain and other agricultural produce from the new harvest. Quite a bit has been done so that this work can be done at a high level. At the same time, closed cars are not being repaired promptly everywhere. The vicious practice of sending broken or dirty cars to one's neighbors continues on the Volga, Kuybyshev, Northern Caucasus, South Urals, Sverdlovsk and Alma-Ata roads. As a result, damaged rolling stock accumulates at large loading points and produce cannot be shipped out. Road and department leaders and all railroad workers are obligated to do everything they can to avoid grain losses in shipment, under any conditions.

Track workers face complex tasks, including those on the most heavily used coal-hauling mainlines. Prompt, quality major, mid-level and grade maintenance and rail replacement enables us to increase the capacity of the track and the speed of the trains. However, track maintenance plans are not being met on certain roads. This year, the West Kazakhstan, Volga, North Caucasus and a number of other roads have permitted significant lag behind the assignment. The North Caucasus, Volga, Virgin Lands, West Kazakhstan and Alma-Ata roads have not coped with "window" output norms.

The third is the decisive quarter in preparing the track system for winter. Track work lag behind the plan must be eliminated as quickly as possible and every step necessary must be taken to improve track maintenance. It is important to cancel notifications of speed restrictions as quickly as can be done.

Passenger train traffic is especially heavy in the third quarter. It is very important that maximum effort and energy be put forth to improve passenger services standards at terminals and on trains. The most resolute steps should be taken to ensure that all passenger trains -- express, local, suburban -- run exactly on schedule. Even a slight delay in passenger train operation is a serious defect in our work.

After carefully analyzing the status of traffic safety, the minister focused special attention on the necessity for increasing the discipline and responsibility of all workers associated with train traffic. The importance of intensifying educational and prevention work in the collectives, and especially in those in which wrecks and operating work defects have been permitted, was stressed at the collegium meeting. Formal investigation of accidents and failure to reveal and eliminate their causes are absolutely intolerable. In a word, there are and can be no matters of secondary importance in ensuring traffic safety. Everything is important and vital in this work. It is the foremost duty of railroad workers to set up a solid barrier to all violations which could lead to accidents, wrecks or interruptions in the operation of the shipping conveyor.

In light of the party and government decree on improving planning and perfecting the economic mechanism, we transport workers as well should be seriously concerned about the extensive use of more efficient, more flexible methods of running transport. The minister formulated the main demands and pointed out ways of solving the most important economic problems.

It is necessary that planning and financial discipline be strengthened in every way possible, that labor productivity and quality be persistently improved. The entire system of moral and material incentives should be aimed at this. On a number of roads, full use is still not being made of additional bonuses for carrying out assignments for shipping coal, petroleum and petroleum products, for reducing car idle time during freight-handling operations, for loading cars more fully.

The party attaches particularly important significance to intensifying ideological and political education work in rail collectives.

Much has recently been achieved on a majority of the railroads as a result of fulfillment of party and government resolutions on developing rail transport, strengthening discipline, additional steps to secure personnel, and improving party-political work. For the network as a whole, personnel turnover has been reduced, the technical level and skill of personnel have been improved, and enterprises are better staffed with workers in the leading occupations. At the same time, a number of roads, and especially eastern ones, lack locomotive mechanics, car inspectors, train makers-up, signalmen, acceptance-transfer workers, track fitters. Resolute steps must be taken to train people in these occupations as quickly as possible.

We must not close our eyes to serious violations of labor discipline, especially on the October, North Caucasus, Volga, Western Kazakhstan, Sverdlovsk, South Urals, West Siberian, Krasnoyarsk, Transbaykal and Far Eastern. On a number of roads, absenteeism has increased. Certain economic leaders underestimate the importance of effective forms of involving the community in work with people and do not cultivate in their subordinates a sense of duty, of high responsibility for the work entrusted to them.

The collegium demanded that road and department chiefs take steps to improve ideological and educational work in the collectives, to further develop socialist competition and increase its effectiveness, to widely disseminate leading experience and to improve the effectiveness of all work with personnel. Every opportunity must be taken to solve social problems more fully, to improve living and working conditions for railroad workers.

The collegium meeting stressed that rail transport workers, like all Soviet people, were greatly inspired by the June CPSU Central Committee Plenum resolutions. They are fully resolved to develop socialist competition even more broadly, to carry out with honor the shipping plan for the concluding year of the 10th Five-Year Plan and to ensure a worthy greeting for the 26th CPSU Congress.

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REVIEW OF RAILROAD INDUSTRY FOR JAN-JUN 1980

Moscow GUDOK in Russian 19 Jul 80 p 2

[Article based on data of the MPS [Ministry of Railways] Administration for Statistical Accounting and Reporting: "Build Up the Haulage Pace More Energetically"]

[Text] The collectives of many railroads, divisions and enterprises are waging a persistent struggle for a further rise in production effectiveness and work quality and for the achievement of high final results. They are paying special attention to the more productive use of rolling stock, the introduction of progressive technology and production organization, and strict observance of the savings campaign.

In the first half of the year haulage grew by 52 million tons, or by 2.9 percent, over the corresponding period of last year. The volume of freight transported increased for all types of freight in the annual mix, except for coal. The haulage of crude oil and petroleum product rose by 6.5 million tons, peat by 3.0 million tons, ores of all types by 2.2 million tons, metallurgical fluxes by 1.9 million tons, ferrous metals by 1.3 million tons, timber and lumber by 5.6 million tons, cement by 2.4 million tons, chemical and mineral fertilizers by 5.0 million tons and industrial raw materials and materials for molding by 1.9 million tons.

Haulage plans were overfulfilled by 8.4 percent for grain, 2.0 percent for building materials, 4.1 percent for shale, 2.8 percent for nonferrous metals, 5.2 percent for chemicals and soda, 5.8 for sugar and 5.9 percent for cotton. More motor vehicles, foodstuffs and industrial commodities, poultry and some other types of freight were carried than had been stipulated. However, for most of the decisive types of freight, plan tasks were not fulfilled completely. Coal lagged behind the plan by 5.8 million tons.

During the first 6 months more than 1,868 million tons of the national economy's freight was hauled by the rail network as a whole. This was 0.6 percent below the plan. The main shortfall occurred in June.

The level of shipments rose over the first half of 1979 for 22 railroads. The greatest increases were registered as follows: 10.2 percent on the

Baltic Railroad, 6.6 percent on the Krasnoyarsk Railroad, 5.6 percent on the Oktyabr' Railroad, 5.0 percent on the Southwestern Railroad, 4.6 percent on the Northern Railroad, 4.3 percent on the L'vov Railroad and 3.1 percent on the Moscow Railroad. The Moscow Railroad shipped almost 2.0 million tons of the national economy's output above the plan, the Oktyabr' Railroad more than 1.5 million tons, the Baltic Railroad about 1.0 million tons, the Belorussian Railroad 735,000 tons, the Central Asian Railroad 733,000 tons and the Odessa Railroad 725,000 tons.

At the same time 14 railroads did not cope with the haulage plan, and this reflected negatively on the total results of the rail network's operation. Thus, the Kemerovo Railroad fell short in freight hauled by 6.3 million tons, the Dnepr Railroad by 4.5 million tons, the South Urals Railroad by 2.4 million tons, the Gor'kiy Railroad by more than 2.2 million tons, the Alma-Ata Railroad by more than 1.7 million tons, the East Siberian Railroad by about 1.7 million tons and the Sverdlovsk Railroad by 1.35 million tons.

Of the railroads that carry large amounts of coal, the following did not carry out the plan for the first 6 months of the year for this decisive freight--the Kemerovo Railroad by 6,783,000 tons, the Donets Railroad by 1,880,000 tons, the Tselina Railroad by 1,532,000 tons, and the Alma-Ata Railroad by 712,000 tons.

The greatest arrearages in petroleum freight were 1,624,000 tons on the Kuybyshev Railroad, 998,000 tons on the West Siberian Railroad, 541,000 tons on the Volga Railroad, 494,000 tons on the Sverdlovsk Railroad, 334,000 tons on the Gor'kiy Railroad, and 276,000 tons on the South Urals Railroad.

For 20 railroads and for the network as a whole, the level of haulage for the first half of the year by shippers' unit trains rose from 45.0 percent for 1979 to 46.6 percent for 1980 (versus a goal of 46.4 percent). It rose in the shipment of coal, coke, peat, ore, ferrous metals, motor vehicles, mineral fertilizers, building materials, lumber and timber, grain and other freight. At the same time it dropped substantially for the transport of crude oil, petroleum product, agricultural machinery and cement. The specific share of unit-train haulage on the West Kazakhstan, Tselina, Odessa, Alma-Ata and West Siberian railroads decreased.

Improvement in utilization of the load-carrying capacity per railroad car, except on the Moldavian Railroad, should be noted as a positive factor. The static load rose by 530 kg over the level for the corresponding period of last year. It was possible, as a result, to haul about 19 million tons of freight without acquiring an additional fleet of cars. The static load rose through the shipments of coal, fluxes, iron and manganese ores, chemical and mineral fertilizers and certain other important types of freight.

Freight performance for railroad transport was 1,726 billion schedule ton-kilometers. This is 0.8 percent higher than the plan and 4.7 percent

higher than for the same period of last year. In this case, almost 62 percent of the increase was caused by the rising volume of haulage.

The average haulage distance rose by 15 km. The distance for coal shipments increased by 12 km, coke by 26 km, iron and manganese ore by 15 km, nonferrous ore by 92 km and grain by 123 km. At the same time hauling distances were reduced by 14 km for lumber and timber, by 10 km for granulated slag and by 11 km for peat and mixed feed.

Passenger hauling performance was about 153 billion passenger-km. This is almost 2 billion more than for the same period of 1979, but 1.2 percent below the plan. There was a rise in passenger performance on all railroads except for the West Siberian, Kemerovo, Krasnoyarsk, East Siberian and Transbaykal railroads.

The collectives of some railroads and divisions improved rolling-stock utilization by energetically mobilizing reserves. However, the task was underfulfilled for the network as a whole.

In comparison with the same period of last year, the number of car transfers at junction points of adjacent railroads rose by an average of almost 6,000 per day. However, the railroads' established tasks were not carried out. On eight railroads transfers even decreased, the greatest reductions being on the Donets, Odessa, Baltic, Azerbaijan and North Caucasus railroads. Large surpluses of loaded cars were formed on the Urals, Siberian, Far Eastern and Volga railroads, and also on the North Caucasus and Azerbaijan railroads.

Freight-car turnaround was speeded up by 1.7 hours, completely through loaded cars. The turnaround of empties was even slowed somewhat. Time spent by cars en route rose by 1.2 hours. This was caused by growth in haulage distance and, as a consequence, by a 12-km increase in loaded-car run. The average time spent by a freight car for one freight operation was reduced from 24.53 to 23.59 hours and at one crew-change and servicing railroad yard from 5.22 to 5.09 hours. However, the prescribed turnaround time per freight car was carried out only on three railroads--the Moscow, West Kazakhstan and Moldavian railroads.

Car productivity was raised on 16 railroads. Only the Moscow, Odessa, Dnepr, Kuybyshev and West Kazakhstan railroads coped with the task. An increase in productivity by 234 net ton-kilometers enabled 6,400 cars to be saved daily.

Locomotive productivity for the rail network increased over the first half of last year by 6,000 gross ton-kilometers. This was achieved mainly by increased train weight. Locomotive productivity increased on 18 railroads.

Dissemination of the experience of the Moscow Railroad, which was approved by the CPSU Central Committee, helped to raise train weight. It increased on 22 railroads. Weight was increased by 21 tons on sections served by electric-locomotive traction and by 9 tons on those served by diesel

locomotive traction. The highest results were achieved on the same Moscow, Oktyabr', Northern, L'vov, Donets, Transcaucasian, West Kazakhstan, West Siberian, Krasnoyarsk, East Siberian and Transbaykal railroads. At the same time, on some railroads average train weight even decreased in comparison with last year's, the greatest decreases being on the Kuybyshev, Tselina and South Ural railroads.

Meeting schedules for passenger trains improved by 1.4 percent over the first half of last year for departure, and 0.4 percent for running time. Matters are worse with the traffic schedule for freight trains. Only 77.9 percent of the trains were on schedule, which is 0.2 percent lower than for the same period of last year. Total delay time for freight trains grew to 75,300 hours. This occurred mainly because of nonacceptance of trains by neighboring divisions and railroads.

Schedule discipline lags behind especially on the West Siberian, Kemerovo, Azerbaijan and East Siberian railroads.

Railroad workers, as always, actively waged a struggle for rational use of fuel and energy resources. For the network as a whole, the consumption norms for electricity and diesel fuel for train traction were met. However, 12 railroads permitted an overconsumption of electricity, 11 overconsumed diesel fuel. The greatest overconsumption of electricity occurred on the North Caucasus, Azerbaijan, East Siberian, Donets and Sverdlovsk railroads, and the Far Eastern, Azerbaijan, Moscow, Donets, Volga and Tselina railroads were the greatest overconsumers of diesel fuel.

During the past half year no little work was done to develop and strengthen the supply and equipment base of railroad transport. Efforts and resources are being concentrated primarily on facilities associated with an increase in the throughput, carrying and rerouting capabilities of the railroads, and with improvement of housing and living conditions of those who work on the steel thoroughfares.

Resources allocated to reinforcement of the lines, the construction of second track, electrification, the development of the locomotive, freight and passenger activities, the introduction of modern signaling and communications equipment, the construction of subways, and the erection of facilities for municipal activities are being assimilated better than they were last year. At the same time, Mintransstroy [Ministry of Transport Construction] organizations carried out only 92.8 percent of the construction work on rail-transport facilities (not counting the BAM [Baykal-Amur Mainline]). Work is being conducted at an especially slow pace on the Central Asia, Volga, Ural, Siberian and Far Eastern railroads, which are experiencing the most difficulties because of a lack of throughput capabilities. .

The plan for construction and installing work on the Baykal-Amur Mainline was overfulfilled by 1.3 percent during the half year. However, in so doing, resources allocated to the erection of facilities for nonproduction purposes were being assimilated with delay.

The fact that, for rail transport as a whole, 68,000 square meters of living space, including 38,000 built by Mintransstroy, has not been put into operation, causes concern.

Much more capital investment was allocated to railroad transport this year than had been planned under the five-year plan. It is necessary, therefore, to raise sharply the level of organizational work with a view to accelerating the introduction of new capacity and to creating a good backlog of completed work for next year.

During the first 6 months the railroads received 257 electric locomotives, 321 mainline and 233 switching diesel locomotives, 33,500 freight and 1,452 passenger cars, and 25,600 containers, including 1,718 high-tonnage containers. The plan was fulfilled only for the delivery of electric locomotives and diesel switch engines.

Industrial enterprises of railroad transport fulfilled the plan for sales of output in the national economic plan's product mix. Total realized output was 1,005 million rubles' worth. This was 0.7 percent higher than the plan and almost 3 percent more than in the first half year of 1979. More than 7 million rubles' worth of output above the plan was sold. The plan for realization of products by rolling-stock repair plants and spare-parts plants was overfulfilled by almost 9 million rubles' worth. At the same time, industrial enterprises of the railroads were in arrears by 3.3 million rubles' worth. Eleven railroads did not cope with the tasks.

The plan for plant overhaul of freight cars by TsTVR [Main Administration for Rolling-Stock Repair and Spare-Parts Production] enterprises was overfulfilled by 396 cars. The only plant that did not cope with the plan was the Barnaul plant. The plan for plant overhaul of passenger cars that were on 4-year and 5-year schedules was fulfilled 99.4 percent. The Novorossiysk plant underfulfilled the plan by 61 cars, the Zhmerinsk plant by 43 cars and the Alma-Ata plant by 37 cars. TsTVR plants did not cope with the plan for repairing diesel locomotives, traction motors, armatures and auxiliary machinery.

The labor productivity of operating-staff workers rose for the rail network as a whole over the corresponding period of the preceding year by 2.6 percent. At the same time, a number of railroads did not cope with the task for this most important economic indicator. An especially substantial lag was permitted on the Azerbaijan, Tselina, Krasnoyarsk, Donets and South Urals railroads. For the network as a whole and on 19 railroads, the correct ratio of pace of growth of the wage fund and of labor productivity was observed. At the same time, on 13 railroads, primarily on the Azerbaijan, Krasnoyarsk, Central Asian, Tselina and North Caucasus, this ratio was violated. Growth of the wage fund did not give a corresponding increase in labor productivity.

The results of the work for the first half year should be analyzed critically, special attention should be paid to lagging enterprises, and the causes of the lag looked into with a view to eliminating deficiencies as

quickly as possible. Right now it is very important to be still more energetic and more persistent in improving the technology and organization of hauling, in mobilizing reserves, in providing for unconditional fulfillment of tasks and socialist commitments, and in successfully completing the Tenth Five-Year Plan.

It is the honorable duty of the railroaders to invest maximum effort and energy in doing everything possible to satisfy more completely and on time the requirements of the national economy and the population for hauling and to greet the 26th CPSU Congress with high labor achievements.

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CARELESSNESS IN GRAIN SHIPMENT DEPLORED

Individuals Cite Examples

Moscow LITERATURNAYA GAZETA in Russian No 16, 16 Apr 80 p 12

[Article by Emil' Agayev, special correspondent of LITERATURNAYA GAZETA: "Bread Under the Wheels"]

> [Text] Dear Editors! In the mornings I walk through the numerous tracks of the Gudermes Junction to the locomotive depot; I am helping to create the Museum of Labor Glory there. An every time I cannot find any place to step with my feet. There is grain along both sides of the tracks: wheat, barley, oats, peas, corn--a tremendous amount of grain in the petroleum residue. We are losing grain and trampling it down into the mud. It is pouring out of the railroad cars.... This is the third year that I have been walking along the tracks and seeing this mess; I write, I shout, and the railroad workers laugh: "Take it easy on your nerves, Gramps!" They've gotten used to it. But, meanwhile I cross the tracks and am eating my heart out. I began to raise cain around various institutions but in vain--the grain is still pouring out. Isn't this a crime? (Letter from a reader, D. Russkov)

It wasn't necessary to gather evidence, to listen to long, tedious explanations, to dig into the facts, compare them and use them as a starting point to back anyone into a corner.

"Yes, we know. The grain is flowing out," the railroad workers admitted immediately with disarming frankness.

So much for that. It turned out that the local newspaper had just written about this matter (at the insistence of that same D. Russkov). The article had been discussed at a session of the station's Party Bureau. And then from Moscow, from the Ministry of Railways (again following up on a letter by D. Russkov) "to check up and adopt immediate measures to eliminate the causes of failing to retain grain in transit."

Let's remember--the causes!

The deputy chief of the Main Freight Administration of the Ministry of Railways, P. V. Polikarpochkin, in an answer to this author's letter, stated as follows: "A number of measures have been adopted, directed at ensuring the retention of grain at grain-loading stations, controls have been strengthened over the quality of preparing cars to be loaded with grain, controls have been set up over the correctness of distributing the grain within the cars and over the installation of grain shields on the cars' door apertures ...." A unique possibility had fallen by itself into my hands for conducting an on-the-spot check-up of the reaction to an article which had not yet been written.

And, here, by coincidence, on the very day of my arrival, the station chief, N. Kovko, issued an order "On Imposing a Penalty on Brigade-Leader of Trains, Comrade Vinokurova, A. G.," who, as it was noted, "had not maintained constant controls over the presence among the train receivers of the necessary quantity of materials--fiber packing and waste ends--for the qualitative elimination of grain flows."

In short, when I arrived at the Gudermes Station, the guilty person had already been found and punished (which, alas, does not always happen!), and the causes had been established.

By the logic of things the only thing remaining for me to do was to see and write down in my notebook a description of the model system prevailing here.

Day One

Like the constantly criss-crossing streets of a small town, where the rare passers-by carefully picked their way through the slippery mud of springtime, the tracks of the large junction of the so-called "island" type presented themselves. A little island of station structures and platforms and, round about, on all sides, there were rails and rails, over which now and again trains rumbled off to the North, the South, and the West. At the crossing several Zhiguli cars were peacefully parked, while from a booth there came the heart-rending sound of a broken little bell.

"The usual state of affairs," explained Dmitriy Trofimovich, not without pride, nodding at the deserted, seemingly inert barrier gate.

Russkov, the author of the letter to the editors, turned out to be a 67-year-old man but still full of strength, drawn up, dressed in a khaki-colored shirt with a black necktie, with strict, and yet at the same time tender, kind of cornflower-blue eyes. His penchant for khaki color is a holdover from the war, and Dmitriy Trofimovich, or Trofimych, as everyone calls him here, was a schoolteacher. He served as the director of the local railroad school continuously (with the sole break for the war) for forty years. Now he was living on his pension and writing a book about the old

days at locomotive depots in the South, as well as assembling a Museum of Labor Glory.

If there was anyone Trofimych resembled less, it was the pensioner, bored from having nothing to do, who writes to all sorts of people about everything and collects the politely complimentary replies in some kind of tin candy-box.

The extremely flattering reply from the Ministry of Railways which was cited above was received by Dmitriy Trofimych a couple of days back, and he put it where the joint efforts of his household would hardly seek it.

"An empty sheet of paper!" he curtly pronounced sentence.

...We passed through the barrier gate, crossed the tracks, and right there we spotted some grain on the ground and on the crossties. The best seed wheat. A little ways further a small pile of barley was revealed and even futher on--one of unhulled rice. There where the train had evidently slowed down or stopped by the switches there was a larger amount of grain. The grain ran along the rails in a narrow broken thread, disappearing somewhere in the misty morning distance.

"Here. Look here!" I shouted to my companion.

But Trofimych was calm, even phlegmatic. He walked along, looking down under his feet, without in any way revealing the joy of a successful accuser.

"Yes, it has diminished," he finally said. "There's less of it now."

Really--less?!

"Nina Nikolaevna," Trofimych meanwhile shouted out to a woman who was approaching us, and, while she was approaching, he explained that this woman was a flaw inspector and that she covers ten kilometers a day, inspecting the rails. "What's the situation now with regard to the grain, better?"

"Hardly!" They've changed the "mesh" here (that is what the trackworkers call rails with crossties.--E. A.), but you just go on a bit further...."

Upon learning that I was from a newspaper, Nina Nikolaevna requested the following:

"Write about this, do write! Not everything is visible now because the rain has beaten down the grain. But you just come here in the springtime.... The grain sprouts, and there's a continous green band along the tracks. We cover it and fence it off. It's hard to inspect the rails because of this...."

"Greetings, Trofimych," another trackworker approached us; this was Nedospasov, the deputy chief of the track section.

"You're here about the grain? Write this. There is practically no train which hasn't spilled grain. In February the woman on duty at the Shlyakhtina Crossing phoned the dispatcher to stop the train, so that's one instance! And yesterday on the Shedrinskiy-Shelkovskaya run I looked and saw the ballast all scattered about. What was the matter? It turned out that crows were getting at the grain which had spilled out...."

"Dosov," our next conversationalist introduced himself, a young, contemporary-looking fellow with intelligent eyes. "I supervise railroad-car operations here....Yes, it sometimes happens that the cars bang up against each other in the classification yard. Grain on the runs? That's the first time I've heard about it."

"On a passing train, suppose grain is running out of a car," Trofimych spoke laconically, as in wartime. "Is the car uncoupled?"

Dosov frowned:

"The question is unprofessional....We're only having a conversation; who delays trains? The schedule comes first!" And with a shrug which smoothed out the impression of his words he added: "Well, here in the classification yard we often return cars...."

From the Thoughts of D. Russkov

I've lived a long life, and I've seen just about everything. But do you know what the most terrible thing was? Children dying of starvation. With huge bellies and having become so weak that they could not move a finger. By looking at their eyes we could tell whether or not they were still alive. You'd carry a child out of a hut and look to see if his pupils reacted to the light; that's the way you could tell if he was still alive. They gave us a cart and some rifles. Bands of kulaks were roaming about, committing atrocities there. We carried the children to the Kubanskaya Station; this was near Armavir.

And during the Great Patriotic War? When we were moving over the burnt-out fields of the Ukraine and Belorussia, we saw some things: women pulling plows after them, while little kids bent over to pick up kernels of grain (this was not spillage; no, indeed, where could they possibly get so much grain as to spill it? And there is more to be said. Is it possible that during the war the cars were better? And, you know, it's impossible to imagine that grain would be spilled out that way....

Day Two

An impression of Gudermes--the deafening clanging of buffers and the whistles of the dispatchers. And one more thing--the pigeons. You never saw so many pigeons at one time. Lazy and satiated. They were sitting by the hundreds on the tracks, on the conducting wires, and on the roofs of the cars. "We

are exterminating them!" they explained to me in a business-like way. "For sanitary reasons and requirements. Moreover, the pigeons themselves are dying. The grain which is passing through now is the seed-type and is specially treated...."

I can testify to the fact that a fight is being waged against the pigeons at the Gudermes Station. But as to the fight against grain losses, well, alas ....

More and more pigeons gathered. We walked over to the center for implementing bakery products. Without any superfluous words the center director set out some documents in front of us.

Everything about the grain losses is here. Study it thoroughly....

Here are some excerpts:

From Complaints Directed at the Implementation Base

...for No 137. In the grain loaded by you there was a shortage of 1,575 kilograms, amounting to a value of 455 rubles, 6 kopecks.

...for No 145. In view of a shortage of 4,039 kilograms in the load we request payment on our claim in the amount of 1,284 rubles, 40 kopecks.

Order regarding the Gudermes Implementation Base

In connection with the instances of shortages which have taken place of shortages of products in cars loaded by us and the receipt of claims, I order the unloading of rice and corn in January 1980 to be carried out on a commission basis--with the participation of a railroad representative. Director M. D. Shamurzaev

Commercial Document AN 285369

In the unloading with the simultaneous checking of the freight weight of grain it turned out that the weight was less than that in the documents by 1300 kilograms.... The weights before and after weighing were verified, and the correct indicators were given. Receiver, Proletarskiy Elevator.

I copied this document out (although the portfolio was quite solidly packed with documents regarding amounts of lost grain of as much as ten tons!) because it was dated 19 January 1980. Judging by everything, the undertaking of weighing on a commission basis did not produce much.

"It's not a matter of weights," Trofimych shook his head.

"Yes, the cars are bad," agreed the director.

"But why do you accept the bad ones?"

"And what about the shipping plan? They don't provide any other cars. You know, every day I rant and rave. But, of course, we have to live on neighborly terms with the railroad."

"Put on shields."

"Shields?" laughed the director. "We've even forgotten what they look like."

Well, now! I put on the table the answer of the official from the Ministry of Railways, where he speaks of rigid controls "over the correct installation of grain shields over the door apertures of the cars."

"The correct installation?" the director mockingly reformulated the question. "If we only had something to install...."

It was explained to me that many cars today have so-called self-sealing doors, which, in theory, do not need shields. On the cars is written: "Load without grain shields." When these cars began to be turned out, everybody decided that shields were no longer necessary. But when the new cars were run on the railroads, it was revealed that their design was good for nothing! The doors shook apart, they did not fall into their grooves, and they lost their sealed quality. People grabbed for shields, and found them to be a matter of memory....

(Later we inquired of the station chief: how many grain shields did Gudermes have? It turned out that there was not even one there!

Another thing was disclosed. All this time the implementation base had not once complained about bad cars.)

"All right, let's allow that the shields are to blame. But what about the claims against you? Are you paying?"

"We're paying," sighed the director.

"What funds are you using for this purpose?" frowned Trofimych. "I want to know who is responsible for this shortages of grain. Who answers for it with his head?"

"The warehouser. But consider this," the director got out the delivery book. It usually doesn't reach the shortage stage.It's a natural loss, that's all."

We opened up the book and looked into it. Dark blue ink was used to indicate how much grain was shipped out, while red ink was used to indicate how much reached its destination (in case the receiver had made a claim. But, of course, claims are not always made.)

The pages of this book were continuously spotted with red ink.

From the Thoughts of D. Rusakov

The heart and the mind must act as one team--that's the main thing. Otherwise.... Did you see those papers today? The reason counts up the tons of losses which are entered in the notebook. But the heart, what about the heart? It remains silent. But this is not just anything, of course--bread will be lost....

I was born in Stavropol'. And I used to teach school in the Kuban'. Every year my pupils and I would glean the fields like windrows. We gathered together the spikes of grain. Carefully, so that the grain did not spill out. We combed over these fields until nothing remained, while the little kids would chase away the geese and chickens with long switches. But eventually the birds would pick up what the human eyes were not sharp enough to spot.

Day Three

The third day was the most hectic.

There was a session in the sorter's office. The USSR Deputy Minister of Railways was conducting a conference just on this question of retaining freight, and Trofimych was crushed that Gudermes was not hooked up for the return communication with Moscow (otherwise, he would surely have inquired why nobody said a word about grain!).

There was a lengthy conversation in the station chief's office.

"We have begun to put the letters 'SP' on the grain cars, which means that they should be operated with extreme care," irritably stated the chief of the station building, A. Tsoraev. "This is at our own penalty and risk. Because, of course, we need to increase labor productivity, but we are delaying car turnover.... They will have to be checked, you know, and we could be penalized!"

"Note this down," explained the station chief, N. Kovko. "The usual speed of car impact on the hump is five kilometers per hour, but with 'SP' it is three kilometers per hour. Grain is not included on the list of freight which is subject to handling with extreme care. Now do you understand? We ourselves have started to go after this...."

Well, now. For the sake of objectivity (and out of elementary politeness the railroad men themselves wanted this!) Trofimych and I had to drop in on the classification yard.

And so we did.

And here life itself directly presented a brilliant sociological experiment which allowed us to see in practice how the fight is being waged (or, to be more precise, is capable of being waged!) at the station against grain losses.

...With a deafening clang a tank car which was released from the hump attached itself to a train in the process of formation. And under the car nearest to us, with the inscription "Grain," on ground which was soaked with petroleum residue, with remnants of fertilizer, coal, some kind of poisonously yellow porous stony material which was obviously of chemical origin--under this car before our very eyes a small mound was forming; it consisted of amber-colored kernels of corn and was piling up one by one.

"Look!" shouted Trofimych. "We have to hold this train! Note down the car number: 2786736. The track....Which track is this?"

We ran to note down the track on which the ill-starred car was standing, but here, as it turned out, our road was blocked by a string of empty cars. There was nothing we could do. We stood and waited. An inspector came up to us.

"So this is how you look after the cars!" Trofimych lashed out at him.

The inspector, a middle-aged, unshaven man, began to explain something.

"The hell with him," Trofimych waved his hand in disgust. "Let's run to the receiving office...."

The empty cars finally passed, and the inspector called out after us.

"Your car is on Track Ten. Do you hear me? On Track Ten."

Tobacco smoke was stagnating in the large, untidy room. Young children were crowding together on benches, and if it were not for the time gage hanging on the wall which became animated from time to time, it could seem as though we had come upon a rural gathering.

"A car must be stopped!" Trofimych said from the threshold, still breathing heavily.

"What car?"

"The one with grain in it. The grain is flowing out."

"Really?" Interest began to appear in the lad's eyes. You're dying of boredom, and now it looks like something has happened. "Well, don't rant and rave. The brigade leader is coming, and she'll sort it all out. Here she is now...."

A middle-aged, extremely anxious woman entered the room and glanced at us:

"My name is Vinokurova. At your service...."

Vinokurova? So this was that very same solitary worker who, on the day of my arrival, was administered a personal punishment for the grain losses. You can imagine how after all this, and furthermore in the presence of that same correspondent, Vinokurova attempted to do at least something.

She sought our car long and persistently on the telephone. Then she began to call a certain Mariya Ivanovna.

"Mariya Ivanovna, is it possible to stop Car No. .... What? The documents are already sealed? At the locomotive engineer's? Maybe I can take off the glue; I'll come myself, O. K. ?"

Vinokurova hastily pulled on her overcoat and ran out of the room.

It was already on the following day, just before my own departure, that we learned that the attempt to stop the car had not been successful.

"But packing fiber, did they at least close things up with packing fiber?" inquired the meticulous Trofimych.

"Well, how could that be?" Vinokurova confessed honorably. The train had already shown us its tail."

From the Thoughts of D. Rusakov

My feet had swollen up so that I could hardly get my boots off. My wife scolded me--saying that I am too old to go running after cars.... Of course, I wanted to get to the bottom of it all. Where are the losses coming from? Who is at fault? More precisely--what?

Then I came to understand. Formalism--that's what!

And Vinokurova's punishment was a formality. Vinokurova acted as a kind of buffer, an extreme point or leading edge. The shock of the impact fell upon her.

It is not so much a matter of a lack of packing fiber with which the apertures may be stopped up as it is a matter of the presence of these apertures themselves.

Is it not so?

The monotony of the railroad track disposes one to meditations. But here I catch myself focussing my gaze not at the distance ahead but rather downwards, onto the flashing neighboring rails.

Because it is simply in accordance with elementary logic that everything I had seen was not merely some kind of local phenomenon. That road neither begins nor ends in Gudermes! As everyone whom I interviewed declared, such a situation (grain under the wheels) can be encountered wherever you please. On all the vast stretches of our country's railroad tracks.

Haphazardly I got off at Makhachkala.

I walked along the main station platform. And what was this? I hadn't taken more than ten steps when I saw some barley under the car wheels.

Having become interested, conductors and passengers began to approach. They took the grain in their hands as if it were something wildly strange, as if they were attempting to understand why this had happened. Why had such an unfortunate fate befallen this healthy amount of grain kernels, harvested in their springtime strength?

Commentary by D. Runskov

Dear LITERATURNAYA GAZETA Correspondent:

I've just finished reading in PRAVDA the decree of the CPSU Central Committee, "On Measures for Improving Party Political Work in the Field of Railroad Transport."

This document is addressed precisely to our conscience. Well, you saw what the situation is: grain is leaking out and no one will accept responsibility for it. Each one puts forth his or her own little "objective" reason and hides behind it, as if behind a shield. But their are no grain shields. The grain cannot hide behind a shield.... That's the way it is. On the day of your departure all the wheat was spilled out of a car at a point 17.33 kilometers from the bridge (proceeding north from the station house). What was the cause? Two of the floorboards had fallen out. The station chiefs sighed with relief: if that correspondent had stayed here another two or three hours, we would have had something more to blush about, even though, of course, it was not our fault directly. Well then, whose fault was it?

And the grain continues to pour out. Now this is easily visible (we have had a snowfall, and everything is white).

Do you intend to write about everything which we saw?

As far as I am concerned, I will go on fighting against grain losses....

Yes, Dmitriy Trofimovich, the decree of the CPSU Central Committee which you mention is extremely timely because a great deal, a very great deal, depends upon people, their attitude towards the matter, and their feelings of civic and professional duty. Of course, we must improve the material base of railroad transport--who, indeed, would quarrel with that? But if only everyone

was characterized by your concern! If only everyone would fight as you do to preserve our national treasure--bread.

Officials Respond

Moscow LITERATURNAYA GAZETA in Russian No 23, 4 Jun 80 p 10

/Article by V. Gin'ko, USSR deputy minister of railways, and Yu. Kovalev, USSR deputy minister of procurement: "Article Discussed at Collegium Meetings of Two Ministries"/

[Text] B. Agayev's article, "Bread Under the Wheels," which was published in LITERATURNAYA GAZETA on 16 Apr 1980, has been discussed at a collegium of the Ministry of Railways. The collegium noted that the article correctly elucidated the shortcomings which have been allowed in the railroad hauls of grain freight. At a number of railroads, and especially on the Northern Caucasus Road, measures regarding the ensuring of the preservation of grain being hauled have not been adopted in a timely manner.

In accordance with the collegium's decision a detailed examination is now underway on the country's railroads regarding the situation of safeguarding grain freight, and the measures necessary to eliminate the causes of grain losses are being carried out.

At all grain-loading points 24-hour controls are being established on the quality of the cars being supplied for loading, on the installation and reinforcement of the grain shields, the closing of the cars' loading hatches and doors, the observance by freight dispatchers of the established Regulations for transporting and distribution schemes for the grain, as well as for sealing the cars. At stations, car depots, and points for preparing boxcars, as well as technical servicing and commercial inspection, personal responsibility has been imposed on the supervisors for the quality of preparing the cars, the correctness of their loading and unloading, and controls over ensuring the preservation of the grain being hauled.

The Ministry of Railways has obligated the railroads to carefully investigate every instance of grain loss, to take strict measures with regard to the guilty parties, even up to the point of turning matters over to the prosecutorial organs. The dispatching of cars with deficiencies from stations is categorically prohibited. The chief of the North Caucasus Railroad has been issued a directive to take measures without delay to eliminate shortcomings in safeguarding grain being hauled and to hold guilty parties responsible. (V. Gin'ko).

The collegium of the USSR Ministry of Procurement, having discussed the article, "Bread under the Wheels," which was published in LITERATURNAYA GAZETA, has acknowledge that the newspaper is completely correct in drawing attention to the unacceptability of grain losses during railroad hauls and the need to step up the fight against them. In addition to the causes of grain losses which were noted, and which were the fault of the railroads in

their hauls. a check-up conducted by the USSR Ministry of Procurement has established that the supervisors of certain grain elevators, mills, and mixed-feed enterprises have relaxed their requirements on the railroads with respect to the latter's supplying them with prepared cars for hauling grain products. There are verified instances where transport service workers, as well as those of laboratories, and the production sections of individual enterprises have poorly controlled the qualitative condition of cars, and have sometimes loaded grain into defective cars. Violations of the loading system have been permitted. All this has led to seepages and grain losses along the track.

The collegium has undertaken to set up discussions of the article, "Bread under the Wheels," in the procurement ministries of the Union republics, along with administrative groups in the areas of grain products, state procurement inspection, state grain inspection, in order to increase the responsibility of managers and specialists of enterprises, and of organizations for preserving grain and averting grain losses in hauls. In May and June of this year an additional check-up will be conducted at grain-receiving and grain-processing enterprises with regard to organizing the inspection and receiving of cars which are being supplied by the railroad loaded with grain. A check-up will also be made on the observance of other measures provided for by the order of the USSR Ministry of Procurementdated 5 March 1980, "On Measures to Ensure the Preservation of Freight Important to the National Economy and to Strengthen the Fight against Losses in Railroad and Waterway Transport." (Yu. Kovalev).

More Official Response

Moscow LITERATURNAYA GAZETA in Russian No 23, 4 Jun 80 p 10

[Article by A. Volkov, secretary of the CPSU Gudermes Gorkom: "Guilty Persons Held Responsible"]

/Text/ The article "Bread under the Wheels" by Special Correspondent Emil' Agayev was considered in the Party gorkom at a conference of the managers and secretaries of the Party organizations of this railroad terminal. Set before them were problems regarding the improvement of car repair and inspection, correct maintenance of station-yard tracks, and intensifying educational work in the groups. Furthermore, this article has been discussed in all the Party organizations and production units of the railroad terminal. At a general open Party meeting of the railroad terminal specific measures were affirmed with regard to eliminating the deficiencies noted in the article, and measures were undertaken to increase the responsibility of every railroad worker for the grain being hauled.

In accordance with the measures outlined this railroad terminal has created a specialized people's guard detachment for safeguarding socialist property, the guard personnel has been strengthened, the work of the people's monitors has been strengthened, along with that of the posts of the "Komsomol Spotlight."

For serious omissions in the operations of the commercial inspection point and for a low level of technological discipline among the train receivers

the deputy chief of the station for commercial operations, Bakerenko, S. T., has been reprimanded by the station's Party Bureau. By order of the rail' road's Grozno Division he has been dismissed from the post which he held. The deputy chief of the station, Litvinov, A. I., has also been reprimanded.

The losses of grain being shipped from the Gudermes Station have been eliminated. Grain flows from cars in transit have also been eliminated. The CPSU Gorkom is maintaining constant control over the execution of the measures which have been outlined.

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MISCELLANEOUS

PROBLEMS OF IMPROVING TRANSPORTATION SYSTEM

Moscow KHOZYAYSTVO I PRAVO in Russian No 6, Jun 80 pp 3-10

[Article by L. Kantorovich, academician, chairman of the USSR Academy of Sciences scientific council on the comprehensive problem of a unified transportation system for the USSR, Lenin and Nobel Prize laureate; and M. Zaglyadimov, engineer and senior research fellow of the scientific council; entitled: "Problems in Improving the Management of the National Transportation System." Capitalized passages printed in boldface.]

> [Text] "The situation with regard to transportation must be changed for the better as soon as possible."
> L. I. Brezhnev

Throughout our country intensive work is underway to fulfill the assignments made for the final year in the 10th Five-Year Plan. Just around the corner is the 11th Five-Year Plan and its new tasks for further developing the national economy, improving the welfare of the people, and strengthening the national defense. A draft plan for the economic and social development of our state during the 11th Five-Year Plan is being prepared. It should provide the main direction for the development of the economy, one which serves the economic strategy of the party--to make the fullest possible use of our vast national economic and scientific-technical potential and to improve both production efficiency and the quality of all our work.

The transportation system, as a very important element in the national economy, is called upon to contribute to the solution of these problems. Its critical role in increasing the production efficiency of the national economy is an objective fact. By linking the production processes with each other transportation has a most direct effect on the end results of the work in all branches of the national economy. Both the untimely shipment of production goods and delays in delivering them to the consumer or for further processing reduce production efficiency. Conversely, reducing transportation time creates the conditions needed for the production of additional goods and diminishes the need for shipping resources.

At present the national transportation system--the railroads in particular--fails to fully satisfy the demand for transportation either in terms of volume or quality. The level of technical development in the transportation industry and the organization of its operations have significant deficiencies, which was stressed by Comrade L. I. Brezhnev in his speech at the November (1979) Plenum of the CPSU Central Committee. Concurrently the clientele, by delaying their processing of the arriving freight, have created difficulties for the transportation industry, making the utilization rate for rolling stock worse; the industry--and especially the railroads--is experiencing a shortage of rolling stock.

EXTRICATING TRANSPORTATION FROM ITS POSITION AS A BACKWARD BRANCH OF INDUSTRY, RAISING ITS LEVEL OF DEVELOPMENT TO THE POINT WHERE IT FULLY MEETS THE TRANSPORTATION NEEDS OF THE COUNTRY, AND CREATING RESERVES--ALL OF THESE ARE TOP-PRIORITY PROBLEMS FOR THE NATIONAL ECONOMY WHICH THE NOVEMBER (1979) PLENUM OF THE CPSU CENTRAL COMMITTEE AND COMRADE L. I. BREZHNEV'S SPEECH THERE AIM TO SOLVE.

Transportation, like all of the national economy, needs a restructuring of the economic mechanism to provide for production efficiency in its development. This must be done in accordance with the demands set forth in the 12 July 1979 resolution of the CPSU Central Committee and the Council of Ministers of the USSR, No 695, entitled "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Increasing Production Efficiency and Work Quality." This resolution defines the strategy to be used in restructuring the economic mechanism as applied to our problems and the conditions of both today and the long term.

The five-year plan is assigned a big role to play in improving the economic mechanism. It is to become the main form of planning for the economic and social development of the country and the basis for the organization of economic activity. The development of a Comprehensive Program for scientific-technical progress over a 20-year period and of goal-directed, comprehensive programs in science and technology, economics and the social field will enhance the scientific basis for the five-year plan.

Achieving a balance of assignments among all elements and ensuring balance in intereconomic ties, in production, in capital construction, and in the monetary, material and labor resources allotted for them, are most important demands placed on the planning process in all its stages. Developing the five-year plan based on scientifically founded technical-economic norms and normatives by type of work and by type of expenditure creates the prerequisites needed for the effective utilization and conservation of material resources, energy, and labor.

The fundamental principles for improving the economic mechanism--defined by the resolution of the CPSU Central Committee and the USSR Council of Ministers for production--should be used for the transportation system in accordance with the specific nature of its situation. We have to review and largely

rewrite a number of economic and legal propositions which determine the development and efficient functioning of the transportation industry.

The pivotal problem here is to improve planning and implement it on a strictly scientific basis. Defects in the current system and practice of planning have had a detrimental effect on the condition and operations of the transportation industry and are to a certain extent a reason for the difficulties that have arisen in transportation.

In analyzing the reasons for the backwardness of this branch of the national economy we must, of course, consider the fact that during a certain period, allotting transportation the necessary capital investment and other resources was not possible, as was stated at the 25th CPSU Congress. The situation was further complicated by the failure of industry to fulfill its plans for supplying rolling stock and rails and by the long delays beyond confirmed deadlines with which construction agencies turned over the facilities they built.

At the same time the resources allotted to transportation were not always efficiently used but were dissipated among a large number of projects, the priorities for which were not always correctly determined; new facilities were not commissioned as parts of a system. All of this made it possible for disproportions to appear among elements in the transportation system and prevented full use of the available capacity.

Examples of such disproportions are well-enough known. They include backwardness in the development of the on- and off-loading capabilities of ports, compared with the fleet, and inadequate development in a number of railroad technical stations, which means that arriving trains are not received and processed in a timely way. Speed limits are established for long stretches of the railroad because of the condition of the upper track structure. The repair base does not provide for timely servicing of equipment in certain sectors of transportation, which has had particularly serious consequences for railroad transportation. The system of containerized transportation is not being used effectively enough because of a lack of integrity in its development. The lack of balance between planned transportation volume, the capabilities of the transportation sectors, and the capability of the destination stations to unload cargo also plays a significant part in the difficulties that have arisen in transportation. In fact, under the current system for planning freight transportation they are not even linked with supply plans. Even when drawing up their annual plans the management organs for the railroad and for river transportation receive no data from the shippers on stations of destination (except for intrarail shipments), which does not permit the shipments to be efficiently planned.

When railroad routes are heavily loaded, which is characteristic of many of them, any imbalance between freight flow and the unloading capabilities in the areas to which it is going has severe consequences. Such a situation developed, for example, last year on the primary Siberian mainline to the

east of the Urals. There were periods when hundreds of trains stood awaiting further movement to the unloading areas and occupying up to 45 percent of the stations' track, which sharply limited the sector's ability to adjust traffic.

Inadequate cooperation among the management organs for rail, sea, and vehicular transportation in the major ports has led to a lack of coordination in the arrival of vessels, railroad rolling stock, and vehicles at those ports and, as a result, to excessive idle time and a reduction in transportation efficiency. What has been said above makes no claim to exhaustively analyze the deficiencies in planning and management of the transportation system. Its purpose is, rather, to remind us of the negative consequences to which these deficiencies can lead.

What direction should improvement of the transportation planning system take?

The plans for developing transportation and organizing shipping are based on an economically justified volume of shipments and on geography. THE PROBLEM OF CONSERVING TRANSPORTATION WHILE SATISFYING THE COUNTRY'S DEMAND FOR SHIPPING MUST BE SOLVED IN A WAY SIMILAR TO THAT USED IN HANDLING THE PROBLEMS OF ENERGY, FUEL, METAL, AND OTHER RESOURCE CONSERVATION. As the national economy develops, shipping volume will unquestionably grow as well, and that growth must be grounded in economic efficiency.

The USSR GOSPLAN is developing and gradually introducing a system of planning using cost and cost/in-kind balances among the branches of industry, which greatly enhances the foundation for planning the development of the national economy. In order to improve the work done by the transportation industry we must ALSO PLAN CARGO SHIPMENTS BASED ON TERRITORIAL TRANSPORTATION-ECONOMIC BALANCES. THEY SHOULD BECOME AN INTEGRAL DOCUMENT IN THE FIVE-YEAR PLAN FOR DEVELOPING THE NATIONAL ECONOMY. At first they may encompass only a basic listing of that cargo which essentially determines the operation of the transportation industry.

Centralization of supply within the Gossnab system--which, with the participation of other major managers, distributes the bulk of our material assets--would permit these balances to be worked out. We should, of course, bear in mind that this is no easy task. It requires serious preparation and would increase the labor intensiveness of planning, but by using automated control systems it is one which can be carried out.

The improvement of monthly planning is linked with the requirement that shippers report the name of the destination station (port) for each batch of cargo, consolidate their cargo for shipment along the same route, and, when putting together shipments for a sector, take mandatory account of the destination's ability to receive all the cargo at one time.

it is a vital planning task to efficiently distribute the total transportation load among the various types of transportation. Under the current planning system such distribution does not, in fact, exist. Each shipper, guided by the experience he has gained, decides on what type of transportation to ship his cargo, based on departmental interests. The plans for normal cargo flow worked out with the participation of the shippers' ministries and the Ministry of Railways limit somewhat how such decisions are made. However, these plans are only made for rail transportation, are reviewed infrequently, and do not always take the dynamics of economic ties or the transportation situation into account. IT SHOULD BE RECOGNIZED THAT CENTRALIZATION OF THIS WORK IS A MORE RATIONAL MEANS FOR ENSURING ECONOMIC EFFICIENCY IN DISTRIBUTING SHIPMENTS AMONG TYPES OF TRANSPORTATION. CRITERIA FOR SUCH A DISTRIBUTION SHOULD BE ESTABLISHED, AND THE ORGAN DETERMINED WHICH WILL BE AUTHORIZED TO MAKE DECISIONS.

But it is believed that one criterion will not suffice for this purpose. Indicators of cost, energy expenditure, the degree of environmental impact, and in a number of cases the satisfaction of social needs should be taken into account for a fixed transportation network and certain levels in the development of transportation. The significance of each of the factors listed and their interrelationship also need to be worked out.

The country's scientific community almost unanimously favors placing the issue of shipment distribution within the competence of an overall transportation directorate, the creation of which is essential from many points of view. Such a proposal could be viewed as a possible means for implementing the remarks of L. I. Brezhnev, who at the 25th CPSU Congress indicated that the problem of managing groups with similar sectors--including the transportation industry--must be solved.

The question of the basic planning index to be used for transportation work is also under discussion. The "ton-kilometer" was and is of great significance in determining this work, but we believe that it has exhausted its potential.

QUANTITATIVE INDICES FOR TRANSPORTATION WORK MUST BE COMPLEMENTED BY INDICES WHICH MEASURE THE QUALITY WITH WHICH SHIPPING IS CARRIED OUT. AS A BASIS FOR THIS WE SHOULD TAKE THE SPEED OF CARGO DELIVERY IN EACH SECTOR OF TRANSPORTATION AND OVER THE ENTIRE SHIPMENT PERIOD, IF SEVERAL TRANSPORTATION SECTORS PARTICIPATE IN THE EFFORT. APPROPRIATE NORMS OF INTENSITY SHOULD BE INCLUDED IN THE NORMATIVE BASE TO BE ESTABLISHED FOR PLANNING SHIPMENTS OF CARGO.

Until now we have spoken about transporting cargo. It is no less important to determine the means for improving the planning of passenger transportation, which suffers from the general fault: planning "from the level achieved." Little attention is paid to analyzing the change in the population's need to travel or to the change in their demand for quality in transportation.

The problem of distributing the passenger load between air and rail transportation according to trip distance--bearing in mind the problem of liquid fuel conservation and, on the other hand, the passengers' desire to reduce their travel time--has become a topical one.

It should be noted that the problem of improving passenger transportation is at the moment one which has been inadequately studied, especially as an integrated whole. We have large claims to make on sociologists, whom we must expect to determine the principles governing change in the demand of the population for transportation, for certain types of transportation, the requirement for comfort, and so forth. It is essential that the sectors of the transportation industry develop agreed-upon indicators for and standards of quality for passenger service, to encompass the course of the whole trip, from purchase of the ticket to arrival at the destination.

Successful fulfillment of our transportation goals requires corresponding and timely development of the material-technical base for the transportation industry. Taking into account the further intensive growth in transportation which will occur in the next few years as a result of growth in production, its intensive development in the eastern and northern regions of the country, and the specific nature of the emerging fuel and energy balance--which requires that ever increasing quantities of fuel be transported from the East to the European section of the country--we must build up the capacity of our transportation system considerably. This task is complicated by the fact that the growth in transportation capacity must permit us to absorb the increase in transportation, to eliminate the "bottlenecks" present in the system, and to create the minimally essential reserves.

When addressing the November (1979) Plenum of the CPSU Central Committee Comrade L. I. Brezhnev proposed the idea of developing and implementing a long-term comprehensive program for developing all sectors of transportation as a means for fundamentally resolving the transportation problem. Such a program has long been urgently needed, and within just such a framework it will be possible to effect a solution to problems regarding the development and operation of all the transportation sectors and to balance the development of separate elements in the system according to capacity, destination, and sector.

The development of such a program--and even more so its realization--will unquestionably meet with great difficulties caused by the need to enlist the effort and resources of various departments. Since we are including in this program the most important problems to be solved, we should establish well-founded priorities for them.

Without reviewing here the entire complex of issues connected with the program, we should single out a few of the most pressing problems. One of them is the development of a transportation network. It is well known that the distribution of roads and railroad lines is unequal and that for certain sectors it falls far short of satisfying the needs of the country,

particularly in the regions of Siberia, the North, and the Far East. In a number of other sectors--especially Siberia, the Urals, and the European part of the country--their capacity is inadequate. The construction of new roads, railroad lines, pipelines, and ports--like the reconstruction of existing ones--requires much investment of capital and labor, and building these communications routes takes considerable time itself. Considering these circumstances, it is essential to do long-term planning on a scientific basis, coordinating the transportation routes of the various types of transportation according to sector, destination, deadlines for the start of their operations, and the sequencing for the expansion of their capacity.

IN ORDER TO FULFILL ALL THE DEMANDS LISTED, IT IS ESSENTIAL TO WORK OUT A GENERAL PLAN FOR DEVELOPING A NETWORK OF MAINLINE COMMUNICATIONS ROUTES, INCLUDING THE PRINCIPLES FOR THE DEVELOPMENT OF REGIONAL NETWORKS OF COMMUNICATIONS ROUTES. The general plan should be developed for a long term, be coordinated with general plans for the location of production forces and with projected transportation-economic ties; it should include possible alternative solutions. It would be realistic to draw up such a plan in a comparatively short period, since there are studies of these issues in each sector of transportation.

Estimates for the new types of transportation which actually might operate in the planned period should be considered when working out the general plan; they are given in the Comprehensive Program for Scientific and Technical Progress Until the Year 2000 A. D. The level already reached in studying the possibility of year-round navigation along the Northern sea route, in the construction of hydro-pneumatic pipeline transportation for free-flowing and friable materials, the extension of navigation along river routes and the use of rough terrain equipment in areas without roads permit us to plan the fields in which to use these types of transportation. This could materially affect the development of communications routes for traditional types of transportation.

The creation of the general plan mentioned above will permit us to significantly affect the efficiency of transportation construction, to lower its cost, to reduce construction periods by opportunely carrying out design and prospecting work, to prepare the base for construction and assembly, and to develop technology for impending construction in good time, which at present we do not always succeed in doing. Another pressing problem affecting all transportation should also find its solution in a long-term program--management of the national transportation system. Despite all its urgency as an effective means for improving the efficiency of transportation operations, this problem continues to be the subject of discussion, but it is very far from practical implementation.

The experience of the Leningrad Transportation Center, approved of by the CPSU Central Committee and successfully transplanted to a number of other transportation centers in the country, demonstrates how effective the

elimination of departmental obstacles can be in managing the transportation process. At the same time it shows that the management problem cannot be completely solved at the regional level. The greatest effect can only be derived on the scale of the transportation system taken as a whole.

The solution to the problem cannot be reduced to just organizational measures like the creation of an overall transportation directorate, which we frequently hear proposed. Such an organ is certainly needed, primarily to organize an overall transportation management system, but the problem is much broader.

Suffice it to say that the concept of a "unified transportation system" itself has not been unambiguously defined. In fact no legal document exists which would define the general principles for planning transportation, the effectiveness of capital investment, the basis for a tariff system, a system of material incentives, and so forth. The operative principles that govern these issues in the various sectors of the transportation industry have no standard methodological basis; often they are fundamentally contradictory.

The multisector nature of the transportation system, the considerable variation in equipment and technology used by various sectors in the transportation process, and variation in the economic essence of stages in the transportation process all make it extremely complicated to provide for unity of management. It is essential to determine the most efficient limits for the activity of an overall transportation management system and the forms and methods for its external dealings.

Provisionally, we can differentiate between the various types of transportation activity by their economic content: technological transportation, which conveys the material resources used in production, raw material, and finished products between warehouses and the production complex; consumer transportation--the transporting of extracted raw materials, semi-finished products and finished ones to the consumer; and intermediate, so-called industrial transportation, which engages in transportation within the confines of a facility--from the warehouses of an enterprise to the points where goods are transferred to mainline transportation. Like any intermediate link this type of transportation activity could be included in one or another of the basic types of transportation for the sake of practical management; depending upon conditions, this is occurring today. We should, clearly, single out intracity transportation as well and include in that category the network of roads, streetcars, trolley-buses, subway and other urban transportation systems.

In the most general sense we could say that an overall transportation management system should include all types of transportation for general use, including intracity--rail, sea, air, vehicular, river, and all kinds of pipeline transportation. Actually, the transportation system should embrace electrical power transmission lines too, but considering their specific nature, it would not be advisable to include them in a unified management

system. The characteristics of and links between departmental transportation and general use transportation must also be established, which is of particular urgency for vehicular transportation.

Even a brief survey of the internal and external links in the transportation system and of the complexity of providing for the interaction of its elements permits us to make judgments about the need for precise organization in the management of the system and about the basis for its organizational structure. THE PATH FOR CREATING SUCH AN ORGANIZATION LIES IN THE DEVELOPMENT AND ESTABLISHMENT OF A GENERAL PLAN FOR MANAGING A UNIFIED NATIONAL TRANSPORTATION SYSTEM, JUST AS SUCH PLANS WERE DEVELOPED IN THE BRANCHES OF INDUSTRY, WHERE THEY ARE, IN PART, ALREADY OPERATIONAL.

The management of the system should be directed by an overall transportation organ vested with appropriate authority. All the rights and responsibilities for the organization of operations in each individual sector of the transportation industry should remain functions of the transportation ministries. THE OVERALL TRANSPORTATION ORGAN--LET'S CALL IT TENTATIVELY THE STATE TRANSPORTATION COMMITTEE, GOSTRANS--SHOULD RESOLVE THE FUNDAMENTAL ISSUES THAT AFFECT THE SYSTEM AS A WHOLE: THE ISSUES OF OVERALL TRANSPORTATION LEGISLATION, NORMS, NORMATIVES, AND THE DETERMINATION OF EQUIPMENT POLICY, WHICH IS LINKED WITH THE JOINT OPERATIONS OF THE TRANSPORTATION SECTORS.

Naturally, Gostrans should be vested with the power to issue directives to the transportation ministries and clientele in order to carry out its functions. We should also find effective ways to link Gostrans to the territorial management organs. One of the possible means would be interaction with commissions being established locally to coordinate the work of the transportation sectors (in accordance with the CPSU Central Committee resolution on the experience of the Leningrad Transportation Center). Moreover, the existence of such commissions, their rights and obligations should be strengthened through legal documents. Subsequently, the issue of possibly transforming the committee into a union-republic organ should be studied.

Planning and organizational measures, as is well known, are not the only elements in an economic mechanism that affects the efficiency of the national economy. Economic and legal methods also have their place in that mechanism. But, as stated earlier, appropriate documents which are applicable to transportation have yet to be written.

It is not possible to address the entire complex of appropriate issues in one article. However, certain precepts should be mentioned, if briefly, since the USSR Academy of Sciences scientific council for the comprehensive problem of a unified transportation system for the USSR is working on them along with a number of other interested scientific organizations.

The problem of improving the transportation tariff system using a methodological basis common to all sectors of transportation is a crucial one. A rationally constructed transportation tariff system could be an effective

instrument for making relations between the transportation system and the other sectors of the national economy more efficient, for streamlining transportation-economic ties, and for optimizing the distribution of the transportation load among the various sectors; it could move the search for a solution to the problems of locating production facilities and cooperatives in the right direction and promote the solution of many socio-economic problems.

The current transportation tariff system does not fully handle the tasks which it is, actually, capable of solving. Among the system's shortcomings must be listed its departmental nature, its often inadequate approximation of social costs, its inability to adequately differentiate among important transportation factors, like transportation conditions, the specific nature of transportation equipment, the nature and dimensions of the shipments and so forth. The fares for passenger travel take little account of the degree of comfort accorded the passengers. It sometimes happens that when the level of comfort drops, for example when continuing on after a train change, the passenger pays more than he would if he were on a direct train.

A discussion of the problem of improving the tariff system at an interbranch conference demonstrated that the structure of the tariff system was based on inadequate scientific study. The decision was made to develop a comprehensive program for investigating the unresolved scientific issues involved in constructing a passenger and cargo tariff system in order to make recommendations to the regular tariff review and to establish a scientific basis for subsequent improvement of the fares.

The creation of an overall transportation methodology for determining the effectiveness of capital investment is an important issue in determining the directions for development of new transportation construction and reconstruction. The current standard methodology requires review in regard to a number of its precepts, and the specific nature of the transportation industry is not reflected there at all. Departmental methodologies in the various transportation sectors largely contradict each other.

It is now perfectly clear that the principles for the development and operations of the transportation industry, its relations with other sectors of the national economy, and those between the various transportation sectors themselves, the principles regarding specific economic and operational issues and so forth should be reworked and in many cases rewritten. We do not mean to say that, when doing so, certain documents should just be improved, or that certain disparities between, say, the Railraod Regulations and the River Transport Regulations--or between other branch documents--should be eliminated; rather, the very level of development of the documents here should be different.

Changes have occurred in the national economy over the last few five-year plans which must be reflected in the legal relationships of the transportation organizations. For example, production associations have been

established, the centralization of supply is being increased, specialization and cooperation are developing, new direct ties have emerged in industry, and so forth. And fundamentally new sectors have arisen in the transportation system itself: the container system; mixed "river-sea" and "sea-river" shipments; the operations of the overall transportation centers have grown significantly, and particularly those of seaports, where new interrelationships have developed among the various types of transportation--determined at present only on a voluntary basis. New types of transportation are developing, like pipelines, which at present stand legally apart from the transportation system, although their role in carrying out transportation work is great and will grow further.

The development of legal documents which take into account all the changes which have happened to the transportation system as a whole and to each transportation sector is long and extremely complex work. Therefore its organization should be approached properly.

TAKING INTO ACCOUNT THE ALL-UNION SIGNIFICANCE OF THE TRANSPORTATION SYSTEM AND ITS MANY COMPLEX LINKS IN THE GENERAL SYSTEM OF THE NATIONAL ECONOMY, THE BASIC PRINCIPLES OF TRANSPORTATION LEGISLATION OF THE USSR COULD BECOME THE GENERAL DOCUMENT ON TRANSPORTATION, ONE WHICH TAKES ALL ITS VITAL EXTERNAL AND INTERNAL TIES INTO ACCOUNT.

The need for creating such a document has long been recognized in transportation circles, and recommendations on this issue have been adopted at a number of scientific conferences. During the 1970's work on a draft of the Basic Principles was done; but this work was later terminated. In our view it should certainly be resumed. We must bear in mind that the existence of general legislation on transportation would greatly simplify the development of legal documents for all levels of management and--the most important thing--would permit us to avoid making contradictory decisions.

The establishment of the Basic Principles of Transportation Legislation of the USSR does not, of course, absolve us from the task of drawing up documents at other levels which take into account the innovation which occurs in the organization and management of the national economy.

In this work the role of science--including fundamental research--is a great and crucial one. It is essential that the fundamental processes at work in the national economy be revealed and that developmental trends be explained.

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